THE MINISTER'S TASK FORCE ON LITTER ABATEMENT

WRITTEN SUBMISSIONS

THE HONOURABLE DONALD P. McINNES
Minister of the Environment

October 1988

Nova Scotia

The Minister's Task Force on Litter Abatement

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Written Submissions

INDIVIDUALS

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Jack B.G. Waite, R.R. #1, Chester Basin
Heather Wheeliker, Louisbourg
Peter Zavitz, R.R. #3, Bridgetown

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JUL 29 1988

Shelterwood Farm
Middle River
Box 71-RR 3
Baddeck NS B0E 1B0
25 July 1988

The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P O Box 2528
Station M
Halifax NS B3J 3N5

Dear Members of the Task Force:

Please find enclosed a brief written submission which addresses the problem of public litter on private rural property.

This submission is not a general review of the situation but rather a typical case review based on personal experience. Nevertheless, many of my neighbours share the same conditions, feelings and recommendations.

I wish you well in your mandate and hope that constructive changes in attitudes and legislation will result from your efforts.

Yours truly,

Bruce Aikman

The Minister's Task Force on Litter Abatement

The Clean Nova Scotia Foundation

PUBLIC LITTER ON PRIVATE RURAL PROPERTY

A CASE REVIEW

BACKGROUND

Shelterwood Farm is located in Middle River, Victoria County, on the West Side Road with frontage on the Middle or Wagmatcook River. The farm produces registered Highland Cattle which are sold to breeders in many parts of the United States and Canada. Hay is produced on a secondary property located on the Cabot Trail about 3 miles distant. The stone farmhouse, built around 1848 by Highland Immigrants, is a Nova Scotia Heritage Property. Tourists often visit the farm to photograph cattle, and the river frontage is enjoyed by many for fishing, picnicking and swimming.

PERCEPTION

Like many other properties in the area, Shelterwood Farm has a serious litter problem. Litter arrives from two sources. Litter is left behind by those using the recreation opportunities of the property and litter is discharged by passing vehicles beyond the boundaries on the highway onto hayfields, pasture and woods. The bulk of the litter, in order of severity, consists of beverage bottles, both returnable and non-reusable, plastic containers, aluminum cans, plastic bags, cups and paper products. Litter is picked from hayfields in the Spring near highways at the rate of approximately one grain bag full (30-50 lbs) per 100 yards of road and from land adjacent from the most popular fishing/swimming pool at rates up to two bags per week.

PRESENT SITUATION

The trespass laws currently in effect in Nova Scotia generally give the public the right of access to private rural property for recreational purposes. In a sense, this is some of the most enlightened trespass legislation in North America and is good for some of the people. Unfortunately, some of the people are not good enough for the law. Whereas in most other areas of public access, such as urban streets, highways, municipal and provincial parks, persons are employed at public expense to remove litter, the rural landowner must remove public litter at his/her own expense.

2....

However, litter on rural property is not only an inconvenience to the landowner, it is also a hazard. Broken bottles, in particular, left in areas used for our own enjoyment, are a danger to our own children and our neighbours children when playing or swimming. Litter in pastures and hayfields is a hazard to the operation of farm machinery in those areas. And litter is a hazard to livestock, for it is not uncommon to open a bale of hay and find a plastic shopping bag, aluminum wrap or even broken glass.

Litter is also an embarrassment. To be showing a visiting relative, friend, tourist or potential customer around the farm and coming upon litter scattered around an area cleaned just one or two days previously is a common and uncomfortable experience.

RESPONSIBILITY

Society as a whole is responsible for the litter problem. Society has been conditioned by commercial interests to believe that disposable products are good for the consumer, good for the economy and generally an indication of living in an enlightened environment. New waste products have come on the market faster than controling legislation, and traditional means of disposing of waste are no longer adequate. As a result, many people have attitudes regarding waste that are unrealistic. However, attitudes vary considerably depending on ones' normal environment. For example, local residents using the farm for recreational purposes leave very little waste behind, whereas visitors from industrial/urban areas, accounting for perhaps 20% of the recreational use of the land, account for more than 75% of the litter.

RECTIFICATION

New legislation affecting litter generally, if it places restrictions on the use of disposable containers and encourages recycling, would be beneficial to the rural landowner. However, the situation is serious enough that half-measures will not be adequate, and the rural landowner requires some sort of legal protection if he/she is expected to continue to offer the use of private lands for public enjoyment. For this reason, I would recommend the following:

1. A comprehensive educational program aimed at changing attitudes and reducing litter. This approach should be initiated in the public school system and followed up with the adult population.

3...

2. New taxes should be imposed on disposable products so that the cost of those products not only reflects the costs of production, distribution and retailing but also the costs of collection, disposal or recycling.

3. An evaluation of recycling programs used elsewhere and the implementation of an appropriate system for Nova Scotia.

4. The installation of all-weather litter receptacles along public highways combined with stiff penalties for littering public property, including roads, parks and waterways.

5. Supportive legislation for rural landowners restricting littering on private property, keeping in mind that it is not practical for most landowners to be either policeman or prosecutor.

I appreciate that these recommendations are very general in nature but hope that they will serve to remind your commission that littering is not only something that affects the cities and highways of our province, but also has a negative impact on the quality of life in rural areas of Nova Scotia as well, including Shelterwood Farm. I would hope that this concern will be represented in your recommendations to the Minister of the Environment, and I would be pleased to elaborate in detail on any of the above proposals at your request.

Respectfully submitted,

Bruce Aikman

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JUL 27 1988

ON THE MATTER OF WASTE DISPOSAL IN NOVA SCOTIA

A Submission to the Task Force on Litter Abatement
by William D. Ballou
25 July 1988

The mounting of an effective anti-litter movement is an enormous undertaking and one in which incomplete or token efforts will yield discouraging results, if any. A carefully conceived campaign that is properly targeted, staffed and funded and that recognizes the long term nature of the problem solution, however, will be bountifully rewarded in ways that may not presently be anticipated. **More is at stake here than the unsightly condition of our roadsides and beachfronts.** A successful anti-litter campaign is a necessary first step in creating a now overdue awareness of environmental issues, in general, in the minds and hearts of Nova Scotians.

There are several aspects of the perception of the current litter fiasco that will make attacking the problem difficult. First of all, getting the public to curtail behaviour that is detrimental to the environment is a particular type of problem with some unusual characteristics. In the case of litter consider the following:

> The discarding of small amounts of refuse (the majority of which is bio-degradable) by a tiny population over an expansive landscape, as has been done from time immemorial, is simply not an issue. The discarding, over the same landscape, of an ever broader range of disposable packaging (much of which is not bio-degradable) by a more mobile population that can double in number in twenty years and whose purchasing patterns have altered substantially toward away-from-home consumption... is now an unmanageable burden on the visual and physical environment. At some point, "disposing of waste" becomes "littering" and behaviour that has always been perfectly normal is no longer acceptable.

Secondly, if the response to the Task Force's appearance in Truro was anything like typical, it is apparent that the vast majority of people do not recognize the magnitude of the situation. People I have talked to since the visit of the Task Force have almost universally expressed puzzlement at my position on the issue since they are not aware of the presence of a great deal of litter in their surroundings. This must be attributed to the fact that this populace has not experienced living in litter-free surroundings.

The lack of understanding of the issue in the general public is mirrored by the municipalities who seem to take discussion of the subject as an affront to their effectiveness in keeping their jurisdictions clean. It would, of course, be impossible for any municipality to keep any area as clean as it would be if people did not litter in the first place.

These three elements of the litter problem as it exists in Nova Scotia today will be major impediments to its solution and should be recognized in the structuring of that solution. To restate:

1. "Not littering" means discontinuing activity in which the wide majority of people have engaged for their whole lives.

2. The general populace is not aware that there is a problem with litter either because their locale is effectively swept clean by a municipal unit or because they have never experienced living in more litter-free conditions.

3. Municipalities are reluctant to admit the existence of a problem lest, in doing so, they condemn their own effectiveness.

The first step in mounting the actual campaign is to develop a clear and unequivocal statement of the problem. Even the task force seemed to be trying to wrestle with the whole spectrum of issues surrounding solid waste at once, including the decreasing capacity of landfill sites, the location of landfill sites, and the range of recycling possibilities.

I believe there is a progression that would prove quite effective in the addressing of these various issues. The improper disposal of trash, being a problem that is caused by people and one which depends very specifically on people for its solution, should be the first undertaking. This issue should be targeted in a very big way - to the point of saturation if necessary. It must be recognized that the education process will be slow and therefore results may well be long in coming - possibly several years. Once the initial phases of the anti-litter campaign are well under way, a very strong effort should be made to assure that recycling centers are within easy reach of the highest possible percentage of the provincial population, the methods for doing so to be developed beforehand. It is my firm belief that a properly structured anti-litter movement will create a groundswell of enthusiasm for caring for the environment. People will begin to feel good about themselves and about what they are doing for their surroundings and this energy will carry very well into a full recycling effort and then into other environmental issues.

The matter of littering, because it is a problem whose solution is in the hands of the people, must have a full citizens participation element included in all actions taken. This really means that each step in the process must have the informed consent of the public before the succeeding step is undertaken. An explanation of this follows.

In defining the problem, a clear and unequivocal statement of the true issue involved must be arrived at and it must be stated in the most gripping terms in which it can realistically be stated. Accompanying this should be an equally clear statement of what can and should be expected if no action is taken. One example might be:

> "Our beaches, forests, roadsides and towns are being ruined by careless and thoughtless littering. **THINK ABOUT IT!** When was the last time you saw a truly litter-free landscape **ANYWHERE IN THE PROVINCE**? And the problem is getting bigger **FAST**. What will your favourite getaway site look like the next time you see it if littering continues to grow at its current rate?"

This problem statement must then be carried to the people for an endorsement. This can be done through methods much like the one used by the task force or through speaking (and listening) engagements at the general meetings of service groups, agricultural societies, church groups or wherever people gather throughout the province. People must be asked "Is this the way you see the problem? Do you agree that the result of doing nothing will be as stated?" If the body that engineers the anti-littering effort assumes it understands the problem and attempts to simply "sell" the solution without allowing the public to provide input, it may well find itself battling litter all by itself.

The second aspect of the problem solution that must be endorsed by the citizenry is the magnitude of the problem of litter. Once a problem statement has been arrived at that seems to encompass the accurate feelings or concerns of the public, they must then be asked, "Is this a significant problem compared to other problems that are or that are NOT being addressed at this time?" Clearly, people that do not have enough to eat will not see litter as a significant problem and certainly not one worth expending public funds on. If, in the course of asking this question of the public it is recognized that the general populace really cannot see litter as a serious or threatening issue compared to other issues, then either the problem definition has not been properly stated, or the littered landscape issue must be put on a back burner until issues more threatening to the man on the street have been addressed.

Again, if a reasonable endorsement of both the nature and magnitude of the problem can not be obtained from a cross-section of the general populace, then the potential for the success of the campaign is minimal and should probably be re-thought or abandoned.

If these hurdles are successful, other aspects should be carried to the public in a similar way including:

1. The process that will be used to develop a solution. (The

public must agree that the process is fair and will be effective or they will not participate).
2. The goals and objectives of the movement and the timetable for achieving these.
3. The process that will be used to carry out the solution (including the amount of public capital that will be expended).
4. The process that will be used to monitor the progress of the solution effort.

In other words, for guaranteed success, the process must be divided into a reasonable series of steps that are published in full and agreed to. The public must then be allowed, with very little inconvenience to itself, to take an active role in each step. In particular, a solution will be much more actively supported by a public that has actually put its collective head together and created that solution.

I am a native of California and recall very well the launching of the anti-litter campaign in that state twenty or more years ago. I remember it as a comprehensive effort, the primary ingredient of which was clever advertising. But it was all done in a very positive way. Of course there were anti-littering statutes in place, and perhaps they were even enforced more actively when the movement was initiated, but the real thrust of the thing was: "Do yourself a favour, **SLAM DUNK YOUR JUNK**". The element that made it work better than any other for me was the peer pressure. Littering became something that simply wasn't done. How effective was the campaign? In spite of the fact that California has a population larger than that of all of Canada, it was possible for me to recognize a high incidence of littering in this province because it contrasted so sharply with that of California and the western states in general. It is my belief, too, that California, now the most environmentally aware state in the United States, can look to its anti-littering movement as spawning that level of awareness. How long did the campaign last in California? It's too soon to tell. It is still going on.

This is not the crowing of a Yankee expatriot, singing the praises of "back home". Nova Scotia is the most beautiful place in North America, which is another reason that I find the presence of litter to be so appalling and the attitude of the populace so incomprehensible. My fervent wish for the success of an anti-litter campaign leads me offer to participate in the biggest way possible.

In my opinion, there is a great deal at stake in the creation and maintenance of this first ever Nova Scotian environmental campaign. If successfully done, the seed of caring for the physical province will have been sown. With proper nurturing, it will grow and expand and blossom, producing a society that not only doesn't litter but one that doesn't poach

deer; dump raw sewage into roadside streams, recreational lakes or the Halifax harbour; clear cut timber over acre after running acre; seek to over-harvest fisheries in order to keep the plant open; or contaminate the drinking water of whole towns with carelessly discarded cleaning solvent. **THE FUTURE OF NOVA SCOTIA AS IT USED TO BE HANGS IN THE BALANCE.**

OTHER THOUGHTS ON AN ANTI-LITTER MOVEMENT
IN NOVA SCOTIA

1. A Positive Approach is Best - Most of what we buy or use is in response to some type of positive reinforcement, primarily commercial advertising. Many of the elements of what has become daily living came into fashion because of a strong marketing effort. A similar "marketing" effort could be very effective in carrying an anti-litter campaign forward very quickly. The Federal Participaction campaign is a very good model. Its advertising spots are pithy, entertaining, humorous and very good at getting the point across. I suppose the Federal government could have legislated a higher level of physical activity, especially since it foots the bill for our medical expenses, but would that approach have been appropriate or as successful in popularizing more activity? Is a legislated approach appropriate to an anti-littering movement and would it achieve all that could be achieved by a more positive approach?

2. Who Will Pay for the Campaign? - A full blown anti-littering campaign will be very costly to establish and maintain but I believe there are large amounts of public and private capital that could be made available for conducting the effort, and volunteer forces could be mustered very successfully. Some of the resources available might be the following:.

   a) The capital budget of each level of government in the province undoubtedly has a sizeable component for removing litter and debris from its roadways and public spaces. Amounts allotted for this purpose could be made available to the campaign at such time as a surplus became available in that component due to reduced littering.

   b) This movement provides an excellent opportunity for high profile corporations operating in or shipping goods into the province to display good corporate citizenship. The participation of each such corporation should be actively solicited for co-advertising or for outright contributions. Those who benefit from the sale of the products whose packaging ends up along the roadways, both manufacturer and retailer, should be pressed particularly hard.

c) Recycling efforts involving service or church groups or whole communities could be initiated and the proceeds donated to the anti-litter movement.

d) The province could, with and only with the full consent of the public, institute a 1/2 cent sales tax on prepared foods and beverages, the proceeds from which would go to the campaign. This tax would have a specific term of perhaps 3 years.

e) Fines for the violation of anti-littering statutes could be directed into the campaign.

f) Deposits on bottles and cans might be increased by a non-refundable 1/2 cent for a period of three years. Again, this would not be instituted with a broad consent of the general populace, an eventuality that is unlikely to arise until well into a galloping campaign.

3. Litter Containers on Every Corner and Mid-Block as Well - Currently, the decision to retain one's trash till the next depository takes a very strong committment since litter barrels are farther apart than public telephones. The success of an anti-litter movement will hinge on how convenient it is to participate. Containers must be widely available and emptied often enough to guarantee that they are part of the solution, not the problem. Every retailer that sells products that can be consumed immediately should be required to have and maintain a container at every entrance to his establishment.

4. Clean Up Campaigns Discourage Littering - One of the very best methods for creating an awareness of the tons of litter that can be found on the Nova Scotia landscape is by fostering clean up campaigns. Service organizations, the scouts, Big Brothers and Big Sisters, school groups, church groups, etc. Involving as many people as possible in a roadside clean-up just once will open their eyes to the amount of trash around them.

5. The Young are the Surest Target - Because the young are so much less set in their ways, they are a much surer target. The fact that virtually every child in the province passes through the school system offers an excellent opportunity to provide exposure to anti-littering while solving the school ground litter problem. Poster contests and the clean up of recreation sites or specific stretches of roadways would be very effective. If the "KEEP IT CLEAN" ethic can be established in those comprising the school-aged segment of the population, they will bring it home and will bring pressure to bear on their elders. It is this age group, too, that responds best to peer pressure thus allowing a well positioned campaign to gain momentum

quickly.

6. Construction Sites - Construction sites and construction personnel constitute a sizeable portion of the overall litter problem. Paper coffee cups, pop bottles and sandwich wrappings, not to mention expended caulking tubes, insulation bagging, lumber strapping, etc., are left to lie wherever they light. All levels of government are deeply involved in construction activity at different times and to varying extents. It should become a strongly worded and stiffly enforced element of every government contract that a litter receptacle of appropriate size be installed and maintained at each construction site and day to day litter be put in its place. A similar requirement could be a condition of obtaining a municipal building permit.

While some of these steps might be taken as over-bearing interference from government agencies, if they are all put into effect simultaneously and can be seen as part of a very comprehensive whole, these requirements will be rendered substantially more palatable. This is particularly true if the definition of the problem and a realization of its magnitude are satisfactorily established in the public mind beforehand.

I thank the Task Force for considering my comments and complement you on your efforts to date. As you can see, this is an issue of burning importance to me and I look forward to having the opportunity to participate in a well conceived and organized assault on problem #1 in the long process of getting Nova Scotians to care about Nova Scotia.

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AUG - 4 1988

PERSONAL SUBMISSION TO
THE MINISTER'S TASK FORCE ON LITTER ABATEMENT
JULY 1988

Below are some personal comments and suggestions. These have not been put into the context of a brief as I am sure that you have received much of the background information already.

PUBLIC ATTTITUDE

1. All employers, including government, the non-profit sector and the private sector, should have recycling and the "litter-free" protection of the environment as part of their corporate or operating philosophy. During the working day, people, especially children, can have their attitudes and behaviours shaped through the constant exposure to the positive reinforcing behaviour of others.

2. The leaders of these sectors should actively participate in implementing and displaying this behaviour, and should ensure that the philosophy is followed. It should become a natural daily occurence as such lapses leave lasting traces and reminders of a disrespect for "our" environment. Some minor instances, which I have witnessed where this has occurred, are:

   a) A city employee, who is fixing a traffic light system, leaves by the lamp post all the wrappings and plastic for the new installation.

   b) A taxi driver who drops a cigarette butt or a coffee cup out of his car window at a major intersection.

3. The provincial government can take the lead in developing a "clean environment" or "litter-free" attitude by incorporating recycling, community clean-ups and bio-degradable material into all of its programs.

PUBLIC EDUCATION CAMPAIGN

4. Develop a positive campaign with a positive slogan. The slogan "Please don't litter!" is negative while its french counterpart "Gardons notre environnment propre!" is positive.

5. There should be a provincial community clean-up day when everyone takes 15 minutes during the day to clean up the outside of their school, business, and residence. The accompanying campaign should be designed to make the event fun and community-minded and to inspire pride in its results.

6. The public education campaign should include stickers and buttons, which will appeal to children but which will not create litter.

LITTER CANS

7. The litter cans should be where people need them. Several years I requested two cans to be placed on Brunswick Street in Halifax around the Metro Centre and by the Palace as I noticed that these were common places for litter. I was very pleased that they were placed there the afternoon of the same day, but I wondered if it was that easy to do this, why had the city not done it earlier.

8. The litter cans should have a design and construction that:

   a) does not allow the litter to blow out and around on a windy day.

   b) can be used effectively in the winter time.

   c) can not be easily abused by the late nite crowd in the drinking areas.

   d) makes it exciting for children to use.

   I am sure some cottage industry or the College of Art and Design could come up with several designs, which could be purchased by Nova Scotian groups and be incorporated into the campaign strategy.

9. Every building or group that has a public parking lot, a green space where people might gather or a public walking area, should place litter containers in strategic locations for public convenience.

10. Vending machines that sell products that have wrappings or containers which can be used as litter should have a litter can near-by and regularily emptied by the machine owners.

TAKE-OUT FOOD LOCATIONS

11. Every company which sells take out food should provide a bio-degradable alternative or replacement to the present containers. The use of such containers should be actively promoted by the public education campaign and by the owners.

12. A "litter clean-up tax" could be charged to any take-out food company which:

   a) does not provide bio-degradable containers.

   b) does not provide adequate litter containers.

   c) does not regularily clean-up their location and the surrounding areas.

   d) does not actively promote a litter-free attitude with its staff

RECYCLING

13. There should be regional or community based recycling operations for newspaper, glass and aluminum cans.

    a) These could be run by private enterprise, municipalities, or non-profit organizations as a means of providing summer employment, apprenticeship training for employees new to the job market, internships for certain school or college programs, community service for young offenders, or other employment enhancement programs.

    b) Youth and community service groups should have a financial incentive to assist in the promotion, collection, pick-up etc for these enterprises.

    c) There should be convenient and pleasant looking drop-off locations for the recylable material. These should be located in areas where people are likely to go for some other activity.

    d) The drop-off locations may even have a design whereby the users can actually participate in the safe preparation of the material, eg. crushing the aluminum can. This should enhance the participation of adults with their children.

Respectfully submitted,

Larry Baxter
#513 - 1881 Brunswick St.
HALIFAX, NS B3J 3L8 422-4134

67a Celtic Drive
Dartmouth, Nova Scotia
B2Y 3G5

July 16, 1988

Dear Mrs. Grant:

I attended your recent Task Force meeting in Dartmouth on litter abatement. I wanted to make a few comments.

I moved here a year ago from Alberta and thought that the streets here were truly paved with gold or money anyway. At first I was amazed at all the pop and beer bottles and cans lying around. After my amazement wore off I was disgusted with the mess. Obviously Nova Scotians have not really come to value the lovely lakes and valuable commodity of water that they are abusing with litter. In the West, you can not buy water no matter how much money you have. And yet, here it is being abused.

My own personal solution to the problem is to carry two bags with me when I walk my dog. My boyfriend calls me the bag lady as I come home with bottle and cans. In the past year I have made at least $50 from my daily walks. I am not ashamed to do this, some people might laugh. But I, on the other hand, am ashamed of those citizens who don't pick up those cans and bottles.

In Lethbridge, Alberta the mentally handicapped at the Lethbridge rehab centre have turned bottle collections into a business. At their depot they take in pop and beer cans, as well as plastic pop containers, beer bottles, pop bottles, and all types of liquor bottles. I know that last fall Alberta was investigating monetary returns for tetrapak as well. Aluminum pop cans can be returned for 2 cents a can. American beer cans can be returned for five cents a can. This particular recycling depot in Lethbridge has produced positive results in many directions.

I wish you good luck in establishing some guidelines for litter abatement in this province. They are long overdue but not too late, yet.

Sincerely

S. Belliveau

Mrs.B. Calder
15 Seawood Ave.,
Lr. Sackville,
Nova Scotia
B4C 2L1
(902) 865-7362

June 24, 1988

M.T.F. On Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Stn. "M"
Halifax, Nova Scotia
B3J 3N5

RECEIVED
JUL 11 1988

Dear Task Force,

As our area,Sackville, seems to be growing rapidly,I agree recycling would cut down on the already over use of our landfill sights and slow the growth of future sights.

I realized myself after taking 260 lb's of news print to the local recycler "Archies Bottle Exchange" and receiving only $2.60 that most people would find, seperating their trash and taking it to the recycler an inconvenience not worth their time and trouble.

Therefore I have several suggestions concerning the present situation with litter abatement and recycling,they are:

__Litter Abatement__

1. All fast food chains, must serve food in bio-degradable containers. (No cans;hard plastic)
2. Every street within a ½ mile radius of fast food outlets should have garbage containers and said containers should be serviced daily.
3. Fines pertaining to the litter laws should be upped from $50 to $150.
4. Adolescence caught littering should be made to do community service,such as litter clean up (Adults as well !)

Recycling

1. Other communities have absorbed the cost and created recycling plants for paper, glass, plastic and metals and used the profits from these recycled items to help defray the cost of the plant.
2. With special pick up days, once a month or evan twice a month,the communities would soon become accustomed to the routine.

To defray costs further, a volunteer group or groups could be organized to help gather the items from every house or central drop offs.

A supervisor (appointed by the county) would look after the schedules for those workers other than the full time staff.

I realize it is not that simple but it can be done!

I am trying to teach my child that littering and polluting is "bad" and "wrong" not only the immediate problem of the sight and smell, but for the future problems it will cause.

I live on the Little Sackville River and no matter how many times we clean it,there are always pop bottles and wrappers floating on the river.

I fear we are in a civilization where the parents don't think or just don't care about their environment, and since children learn from what they see, they do not even realize there is a problem.

Calder (cont.)

I have seen grown teenagers (who should know better) throwing their garbage on peoples lawns. (Is it so hard to put a wrapper in your pocket til you get home?)

Not unlike the drug problems, children are not aware of the pit falls, unless told. I remember as a teenager a couple of good campaigns for anti-littering "Sammy Seagull" and "Dunk The Junk" .

If we could flood the media with some sort of jingle or slogan against pollution, that could be as successful as the anti-drug campaign,(Right To Say No" jingle and "Mac Gruff The Crime Dog") we might be guaranteed a future generation of teens and parents who care and will do something.

I am only one person but I care. I am a member of the Sackville Rivers Advisory Board, and a self appointed watchdog of the rivers.

Litter and pollutants must be stopped today. It may be embarrassing to say an area is polluted, but by first realizing the problem,then taking action to clean the area, people will be bringing their area to it's fullest potential and enhanecing not only their properties looks but the value as well.

If we wait til tommorrow, it may be too late !!!

Sincerely

Betty Calder

Mrs. Betty Calder
Home Owner and Co-Director S.R.A.B.

July 27, 1988

RECEIVED
JUL 29 1988

Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.o. Box 2528
Station M
Halifax, N.S.
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Gentlemen:

I am taking this opportunity to write with respect to the review process now being undertaken by the Task Force. My comments are submitted as a private citizen who has, through various avenues of employment, had the opportunity to appreciate the viewpoints of business persons (retailers and manufacturers) and through efforts exerted in the public sector, both in a salaried and elected capacity.

In order to keep my comments in a format similar to other submissions, I shall follow the guide outline thoughtfully provided by the Task Force.

1. Personal Perception of the Situation

I am of the opinion the time has long gone past when action should have been initiated with respect to Litter Abatement. As a resident of a rural area of Nova Scotia (Uniacke District - Municipality of East Hants) I am appalled by the litter which exists along the ditches and roadsides of my community. Of particular note is the refuse thrown from vehicles, the design of which readily identifies the items as coming from the international fast food chains, the nearest of which are located in the Bedford/Sackville area - some 15-20 miles distant.

2. A. Affect on Present Situation in My Neighbourhood

The present situation impacts negatively on me in my neighbourhood in the following ways:

- nuisance factor (necessity to clear litter from my property)
- cost as a taxpayer due to annual clean up of roadside areas
- possible reduction in property value. To explain - if my community is noted for continually having an abnormal quantity of litter, then it is reasonable to expect some reduction in property values
- potential for health hazards due to remaining food materials/liquids not being placed in suitable containers
- health hazards arising from increased presence of rodents

2. B. Affect on Present Situation at My Workplace

- Employees will be attracted to work in areas which are kept in a clean, healthful state. Employees who locate in esthetically pleasing areas benefit from being able to recruit desireable staff persons and maintaining longer term commitments from their employees. While it can certainly be argued that employees are not as concerned about litter in the workplace as in their homesite areas, neverthelesss, general desire exists on the part of working persons to be able to have pride in their workplace.

- potential for safety hazards from litter/debris

- health hazards (see 2 A)

- loss of employment due to lack of implementation of procedures for recycling materials

- potential for creation of jobs as the direct result of using packaging materials made from renewable resources (paper products)

3. Who is responsible for the Situation and/or Solution?

Ultimately, governments at the provincial and federal levels must accept responsibility. I have excluded municipal governments from responsibility as they do not have the revenue resources nor the trained manpower to effect any meaningful solution.

It may be argued that each of us, as Nova Scotians, must accept his share of responsubility for the present situation. Certainly, as individuals in a consumer society we have contributed to the problem. However, since governments at all levels purport to represent the best interests of the citizens, the responsibility for this considerable problem is one of government.

4. Proposed Ways to Rectify the Situation

- Limit the sale of soft drinks and beer to returnable glass containers

- Legislate deposit charges at rates which will encourage the return of bottles for refund

- Require the larger more urbanized municipal areas (large towns and cities) to put forth proposals for segregate glass (and possibly other recyclable materials). The incentive for receipt and implementation of the proposals might be in the form of grant assistance toward implementation of the proposals. In the case of municipalities seeking to develop or enlarge central services, the methods by which these municipal units propose to increase their waste recoveries may be one criteria in establishing eligibility for and rate of assistance.

4. Cont..

- Require that liquids now packaged in non glass containers, such milk and some other milk products, be packaged with materials which will break down in nature

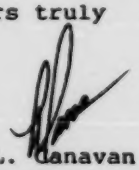
- Investigate the feasability of placing deposit charges on liquor bottles. This suggestion might be opposed by the Liquor Commission on the grounds that it will be an extra operating cost. However, a study is required to determine
    A. The collection cost
    B. The estimated recoveries from sale of these bottles
    C. The percentage of bottles which are likely to be returned

- Educate the public:
    A. The most effective means for improvement, in the long term, begins with a good program instituted at the elementary level and continued, perhaps with a reduced emphasis, into the junior and senior high school levels.

    B. Use the media rather extensively in the early stages to reach the general public to explain the reasons for government action on this issue:
        - Enforce Chapter 55, Section 8 of the Beverage Containers Act (I do not know of any store in Metro which is at present meeting this requirement of the Act)
        - Enforce Section 264 of the Motor Vehicles Act. Increase the penalty for violation from fifty dollars to a more realistic amount ($200 minimum)
        - Require food outlets which provide take out services to package their products in degradable containers.

In closing, I take this opportunity to express my support to the Task Force, individually and collectively, for the efforts you must put forth on this important issue. As Nova Scotians we must concern ourselves with this important public issue - for a better tomorrow and a legacy for future generations. Undoubtedly there are always those individuals who are only concerned with their economic benefit today. Your considerable responsibility requires fortitude and leadership today in order to ensure a better tomorrow.

Yours truly



F. L. Canavan
R.R. #1, Mt. Uniacke
N.S.
B0N 1Z0

FLC/cac

Sand Beach
Yarmouth County

July 19/88

The Clean Nova Scotia Foundation
P.O. Box 2528, Stn. M
Halifax, N.S. B3J 3N5

In response to your letter on litter abatement my submission is as follows:

1. If the letter of the municipal and provincial laws were followed, we would not have this situation.

2. I have been commended many times on the appearance of my property. Some mornings when I get up and find litter, such as cigarette packages, pop cans and fast food containers in my ditches I have to crawl in them, at the age of 74, and clean them out. This should never be.

3. No one answers who is responsible for this situation.

4. To rectify this situation, pupils from Grade 1 and up should be educated about environment. Also culprits should be hit with heavy fines up to $400. This would stop it very quickly.

Yours truly

Albert Cosman

Sandra Cotter
67 Newcastle Street
Dartmouth, N.S.
B2Y 3M6
July 3, 1988

RECEIVED
JUL 13 1988

The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Stn. "M"
Halifax, N.S. B3J 3N5

Dear Members of the Task Force;

Thank you for the opportunity to speak a few words on a topic that has been bothering me for years. The following is not exhaustive, only what time permits.

PERCEPTION OF THE SITUATION OR PROBLEM:
1. People who do want to re-cycle are frustrated by the lack of opportunity to do so.
2. In addition to disposable food and drink containers, disposable plastic oil containers are a very serious problem along the shorelines, particularly in fishing communities.

EFFECTS OF THE PROBLEM
As a tourist in my own province I often find that I am so disgusted by our degradation of the landscape that I am unable to enjoy the natural beauty.

Specific examples:
1. In 1971 I first saw Sandy Cove on Digby Neck, a beautiful fishing cove with pristine sandy beaches and great varity of oceanfront habitat. It was a bit of paradise for me. In 1987 the same beach testifies to an apathetic and uncaring population. The beach sits below a steep embankment approximately 60 feet high. Garbage has been dumped over the edge. The beach itself is strewn with plastic oil containers among other debris. I ran into American tourists there who commented on the unfortunate state of the Cove. Instead of enjoying the beauty and tranquility, one finds oneself in a state of anger at what is happening.

2. When exploring a road near West Pubnico I came upon a crescent shaped beach of white sand in a picturesque bay. I was appalled to look to my left and find a community dump; old fridges, boots, broken bottles, broken down furniture. We couldn't stay to build sand castles. There was black ooze in places, the smell was unpleasant, and it was a dangerous place for children. I hoped that other tourists would not venture down this same road.

3. I recall a visit to a small fishing community that sits on the Bay of Fundy. One might have derived some pleasure in walking out on the wharf, in chatting with the fishermen but the smell of the junk that had been deposited in the vegetation to the left of the road onto the wharf and the sight of the substantial amounts of litter causes one to abandon the community altogether.

RESPONSIBILITY

Individuals are responsible for much of the litter, which bespeaks a lack of pride or caring. The educational system, in my mind, does not effectively address the responsibility of individuals for their environment. Many businesses assume little responsibility for the impact that their operations have. And Government has provided little more than token support. (Witness an ad run in the newspaper last year. The ad listed the locations of some recycling depots, one of which was a warehouse on a side street. Just a little bit of common sense would tell you that the minimum requirement for successful voluntary paper recycling is is a convenient drop-off location for the public.)

REMEDIES

1. An effective educational program.
2. Advertising to heighten public awareness. An environmental mascot that could be used for litter and other environmental concerns would be beneficial. (Not some cutesy unrelated cartoon character.)
3. A program designed to get individuals and communities involved in the identification and remedy of litter problems.
4. Companies do not bear the costs of disposing of the products they sell. Companies that manufacture or use durable goods are not encouraged or rewarded. Similarly, consumers are not encouraged or rewarded when they choose low-litter options. I am now of the belief that the taxation system should be used to recover the cost of litter control and garbage disposal in accordance with the degree that a business or individual contributes to the problem.

Yours truly,

Sandra L. Cotter

5. System of province-wide, recognizable garbage receptacles.

6. Enforcement of anti-littering laws.

August 3, 1988

57 Helene Avenue
Dartmouth, N.S.

Dear Mrs. Grant

I took these pictures on a recent trip to Los Angeles. When I think of recycling nowadays, I naturally think of you. We saw several of these centres, usually at a corner of a shopping centre parking lot. It seems like a very convenient way for the people to drop off their recyclable materials on the way to shop. It also looks like the senior citizens are the groups which organized this service and probably arrange to have the materials picked up and sold. Do you think that any system like this might work in Nova Scotia? I have been reading the newspaper reports of the presentations to the Litter Task Force. It is encouraging to know so many people are interested in tackling the problems.

Good luck in your work.

Jane Cushing

Barrington Passage, N.S.
BOW 1GO

July 26/88

The Minister's Task Force on Litter Abatement
P.O. Box 2528, Station M
Halifax, N.S. B3J 3N5

Dear Task Force Members:

Litter abatement will occur with attitudinal change on the part of the public. Certainly, recycling containers and enforcing the present laws regarding littering will help, but instilling in our population a sense of pride in themselves and in their beautiful province will achieve more lasting results.

How to do this? I can only share with you the experiences which I have had as an elementary school principal for twelve years. At the beginning of my administration at Port La Tour school, I, with the support of the teachers, had the children eat in their classrooms. Why not have people eat in designated areas? Fast food areas, picnic sites, inside vehicles which are parked, as well as their homes would be acceptable to most people?

A P.R. blitz could convey the message that it is uncouth to eat while walking along the road etc., or to throw garbage from a car window.

Secondly, we all emphasized that this was the children's school; they have a sense of pride and a sense of ownership. We plant flowers and have a clean up of fallen branches etc. every spring and everyone is involved. Beautification projects would give incentive to our citizens in the same way.

Thirdly, we initiated some special events beginning in Red Cross youth, such as our Community Clean up day. For this our class won an Environmental Award.

Last of all, transgressions are dealt with appropriately. Litterers must do clean up jobs around the school. Why not close down the fish plants until they clean up? Shelburne County is a general disgrace. ATV vehicle owners should be required to return their empty oil containers in order to purchase a new one. If they can be carried into the woods full, they can surely be brought out empty. I think TV ads could promote this effectively.

I commend you for your work and look forward to some improvements in the appearance of our province. Many of us care, we simply need more caring, and our schools could surely promote this.

Respectfully Submitted

Joan Czapalay

1253 George Street
Sydney, Nova Scotia
B1P 1N7
July 28, 1988

The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P. O. Box 2528,Station "M"
Halifax, Nova Scotia
B3J 3N5

Dear Task Force:

I would like to congratulate the Nova Scotia Government on undertaking this much needed discussions on litter abatement.

Education and recycling I think are the answers-education as to what all this litter we are producing is doing to our environment, our health and how we are perceived as careless people and education as to how much of what we use daily could be recycled to help reduce the litter that is carelessly discarded.

Recycling seems to be done successfully in other provinces and countries why not ours? Sweden seems to be the leader in this area, even to the extent that they are going back to recyclable milk bottles instead of cartons or plastic bags. Could we seek advice from Sweden?

Also consumer items are packaged to death, look at how many layers of plastic or paper are on packages-usually quite unnecessary, just to make it look attractive to consumers.

Educating our people to be cleaner and neater with their garbage could eliminate all this dropped paper, bottles and cans and unwanted household items wherever is convenient to unload it.

Currently many items we are using every day, plastic bags, styrofoam cups, trays, garbage bags take years to decompose-
why not try and invent biodegradable items to take their place
or I fear we are going to drown in our garbage. I am not an inventer, but if someone can make these plastic items last so long, why not able to invent biodegradable for large scale usage.

I wish you success with the Task Force and look forward to hearing your results.

Sincerely,

Marie Doyle

Marie Doyle

June 2, 1988

233 E. Victoria Street
Amherst, N.S. B4H 1Y8

Task Force on Litter Abatement
Halifax, Nova Scotia

To Whom It May Concern:

I have just returned from India, a sub-continent of 800 million people totally amazed at how little garbage one sees. Absolutely everything is recycled. Paper is recycled into toilet tissue tubes, cans into implements, bottles used over and over again. Nothing is wasted.

I return to Nova Scotia, a province of few people and much space and all around me is litter. My office garbage cans fill to the brim daily with paper; I have to put my leaves in plastic garbage bags because I can't burn them and my compost heap is full, and the road side is covered with bottles, cans, and McDonalds Big Mac containers. Of all the places in this country, Nova Scotia seems to be the worst. One of the things I find most offensive are "dead cars" in people's yards, fields, or on river banks.

I am amazed at how much paper passes through my office and home. We have a wood stove and a compost heap, our personal efforts towards recycling, but you can only burn so much paper and the rest ends up in the garbage. An outdoor burning bylaw prevents disposal of excess paper and leaves. And what hill happen to all those non-biodegradable products?

Enough criticism. It seems to me that our tax dollars would be well spent in providing grants to open recycling businesses or cooperatives. Given the incentive and the knowledge that it is for the good, we could easily learn to divide our garbage into cans, bottles, paper, etc. When you consider just the number of tubes (toilet tissue, paper towels, saran wrap, waxed paper etc.) a household goes through, why can't they be made of recycled paper - that is only one possible use. Schools don't seem to have enough paper material because of funding - why not recycle paper for the schools? The photocopier is death to our trees - we churn out far more paper than we need to. I realize that would be hard to control, but surely we can do something with the tons of paper we throw away.

Why don't we have returnable wine and liquor bottles as we do pop and beer bottles? I do not understand that - is it that the quality of the bottle is not sufficient for re-use? They look just fine to me as they go into the garbage - good for at least one more refill.

Either eliminate pop and beer cans (as they have in P.E.I. I understand) completely or have them recycled.

Each community could have a depot and most people want it.

Enforce the litter laws. Create harsher penalties for dumping. Force people to rid their

properties of dead cars (It cannot be forgotten that some people may not be able to afford to do that, but if the case can be made, people should be able to call upon a service that will remove such things for a small fee or at no cost). Revenue from fines could be used to pay for the service.

Ban the use of styrofoam cups and containers. People can bring their own mugs to meetings, seminars, and parties. The fast food chains can go back to paper and cardboard. Better still, levy an extra tax on the fast food takeouts to cover the cost of cleaning up the litter they create. You can't shut them down, for it would be political suicide, but to ask them to pay a bit more for the tremendous revenue from the take out business would not be unreasonable. Apart from recycling plants, which are sorely needed in this province, public education is still the key. It is happening, but much more can be done. We have a lot to learn from our grandparents who lived through hard times. It is interesting to see the habits they developed in saving and re-using things. Do brochures and TV ads with some of these hints, using their experience.

Although plastic grocery bags are great for garbage, we should be using paper bags. They have as many secondary uses, if not more. Plastic ice cream, cottage cheese containers are great also, but you can only use so many of them. With some coordination those things could be redirected to other uses or go back to cardboard containers and ice cream bricks.

This is a rambling submission and not terribly constructive, prepared without the benefit of the Discussion Paper.

I am concerned about the aesthetics, but more so about the future of this earth and what devastation we will leave behind because of our frivolous use of resources and our shortsighted, convenience oriented mentality. It is especially appalling in light of what I have seen in a country where an empty tin can or container is a cherished commodity, as was the case in India.

Yours very truly,

Deborah Gass

JUL 11 1988

SUBMISSION
to
The Minister of the Environment's
Task Force
on Litter Abatement

by
B. Guild Gillespie
118 Doull Avenue
Halifax, NS B3N 1Y9

1. What is your perception of the situation?

Compared to BC, which was my home province until 6 months ago, NS is more garbage and sewage strewn, particularly in its most scenic areas.

2. How does the present situation affect you in your neighbourhood?

My husband, children, and I consider all of NS our new neighbourhood. As we explore it, both near our house and farther afield, we are continually distracted from enjoying the natural beauty by the filth and clutter underfoot. The inability to use our local beaches is also very disappointing. We are dismayed that proud Nova Scotians create and tolerate this mess.

3. Who do you believe is responsible?

Everyone is responsible for the situation. Given that the people are the government, then the government is responsible for finding solutions.

4. What ways do you propose to rectify the situation?

The problem is two-fold: (1) clean-up, and (2) education.

(1) Clean-up: The bottom line for clean-up is that money talks. Solutions must be found that are economically beneficial to the individuals and groups who do the clean-up. For example, BC is relatively clean of empty beverage containers because almost every bottle and can is redeemable, which means that they're picked up by individuals who make a surprisingly good (and tax-free) living doing this.

Garbage must be separated to be profitable. The Ontario garbage collection company that distributes special bins for disposing newspapers separate from other household garbage is doing a booming business. Even better would be garbage containers that have separate compartments for newspaper, glass/metal cans, and organic waste. Starting up a program of separated waste pick-up is capital intensive, but pays its own way within a few years. Curbside pick-up of separated waste is the only way to get the majority of the people to participate; it is also the best way to gather enough volume to be commercially viable.

In every neighbourhood, many useful items are discarded with the rest of the household garbage. (This stuff becomes litter when people dump it in vacant lots and off sideroads--we've seen a lot of this.) Rather than householders having to call an organization like the Salvation Army for pick-up, they should be able to set out these articles on garbage days such that they will automatically be picked up for reuse. Another positive way to reduce garbage of this sort is to encourage the establishment of community warehouses where useful discarded items can be dropped off, sorted and displayed by volunteer labour, then offered for free pick-up and reuse by whoever needs them.

Plastic containers of all kinds are a growing problem. It should be legislated that, in every possible instance, paper and treated paper cartons must be used. Further, every plastic shopping bag (and other plastic items such as stir-sticks) should be treated with Ecolyte, which is an additive--invented and patented by a Canadian--that causes the plastic, when continuously wet, to break down into carbon dioxide, water, and residual dyes within 6 months.

Styrofoam containers should be banned outright, because of the danger their production poses to the ozone layer of the atmosphere.

All the above solutions can be relatively easily legislated and regulated. The only litter problem that will require the strong arm of the law has to do with dog excrement. Again, money talks. High fines, combined with high rates of enforcement, will put an end to this most prevalent and unhealthy litter problem. Human excrement in Halifax harbour seriously detracts from NS's scenic beauty; the same stuff from dogs on our shoes worsens the situation.

(2) Education: Our children need to be educated about the full costs of creating and maintaining our lifestyle. Pollution, in all forms, is a significant part of the good life. A school program of instruction should start right in their own neighbourhood, around their school. Almost without exception, the grounds surrounding NS schools are full of litter. Every school should be required to hold a "Litter Day" at least one day/year, using the people-power of the school to do a quick and thorough clean-up. To make it fun, the kids can work in teams, look for selected sorts of litter, hold races and weight/bulk competitions, challenge neighbouring schools, etc. The Litter Day must be given at least the same priority as sports days. Province-wide instructional materials should be developed to assist school administrators and individual teachers prepare and debrief the students, using reading, writing, and arithmetic skills to integrate their activities and knowledge into the broader curriculum.

On the same theme, but farther afield, class trips to landfill sites and sewage treatment facilities should be manditory for all students at least every few years of their schooling. Again, back-up lessons and resource packages should be provided for teachers, so they can further their students' development of basic skills using pollution as a subject.

Our garbage problems must be solved, in large part, by the development and application of innovative technology, which will make our present-day litter too valuable to throw around. Educationally, the government must be committed to long-term funding of research and development at the university/research institute level into ever-better ways of reducing, re-using, recycling, and recovering our garbage.

In Conclusion

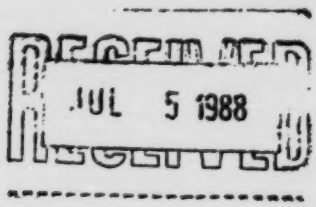
There's litter everywhere in NS, and beverage containers are only part of the problem. This Task Force on Litter Abatement will succeed in creating a "Clean Nova Scotia" if it recommends government actions that provide economic and educational incentives for clean-up.

B. Guild Gillespie 1988 July 03

B. Guild Gillespie
B.Sc. (Ecology), M.Sc. (Environmental Education)

6264 Edinburgh Street
Halifax, Nova Scotia
B3L 1W2

1 July 1988



The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Station M
Halifax, Nova Scotia
B3J 3N5

Dear Sirs:

I would like to express my strong support of the movement in favour of a major recycling initiative in the Province.

The litter problem in Nova Scotia is the same experienced everywhere on the planet: the increasing use of disposable and non-degradable products depletes natural resources and disfigures the landscape.

The depletion of natural resources may seem to some like a blessing in disguise to a province that depends so heavily on forestry, but given the rapid disappearance of forest areas on the planet, I honestly do not believe that the continued use of disposable paper products will be necessary for growth in that industry. On the other hand, the aesthetic problems created by litter are so obvious, and so detrimental to both the tourism industry and the quality of life in Nova Scotia, that I need hardly comment upon them.

I believe that there are two fundamental reasons for our litter problem. The first is that it is very difficult, given products currently in the marketplace and the state of recycling in the province, for an individual to reduce the amount of trash that he or she creates. Business caters to the desire for convenience to such a degree that it is often impossible to find products that come in reusable or recyclable containers. When recyclable containers are available, it is difficult to find a recycling depot that will accept them. When I moved to Nova Scotia five years ago, I was unable to find an establishment that would accept either glass or aluminum, and I still do not know of any. While I have found it possible to recycle newspapers, corrugated cardboard, and other paper products, I have to drive from the Halifax peninsula to Burnside Industrial Park to do it. I am willing to do this, but not many people would be.

The second cause of the litter problem is that the average person is either unconscious of the environmental effects of the trash he generates every day, or simply does not care. There is no peer pressure, on either children or adults, to discourage the dumping of litter on the roads, sidewalks, or other public land, and there is no

pressure on people to choose a reusable or recyclable alternative when such is available. I am the only person I know who recycles anything.

To address these problems, I suggest that Nova Scotia take the following steps:

1. A "bottle bill" should be passed which states that all beverages must come in recyclable containers, that a relatively large deposit must be paid on all beverage containers, and that the price of beverages that come in recyclable (as opposed to fully reusable) containers must include a tax which is not levied on beverages that come in reusable containers.

2. The use of biodegradable materials in all packaging should be encouraged (I applaud Sobey's Stores recent move in this direction). It would be difficult for Nova Scotia to enforce this by law when the rest of the country does not, but it might be possible for the province to apply pressure to the public relations departments of the companies concerned.

3. A system of local recycling depots should be instated. Such a program should be able to pay for itself. I lived in Minneapolis, Minnesota in the years 1981 through 1983, and in that city several private firms made a profit by picking up recyclable materials at the curbside -- all we had to do was segregate paper, glass, aluminum, and steel. Eventually the municipal government expanded the program to make it city-wide. No one is going to take recycling seriously unless it is convenient.

4. Finally, a great effort must be made by the provincial government to publicize the importance of recycling. This is perhaps the most important step of all. Public attitudes will have to change if recycling is ever to become a habit.

Thank you for your attention to this matter. I sincerely hope that a Nova Scotian recycling initiative moves quickly beyond the discussion stage.

Sincerely,

William F. Hayes

SUBMISSION BY TELEPHONE
JULY 6, 1988

Lowell Langille
R.R. #3
Pugwash

Tel: 243-2156

Had a dream a couple of weeks ago where he was talking with a member of the Task Force who then spoke with the Minister and arranged exclusive recycling rights for Lowell to Cumberland County. Baby barns would be located at the landfill site and site workers would separate out cardboard, bottles and aluminum cans. Lowell would take them from there and sell them.

ADVANTAGES
- Landfill would last longer at no cost to the government
- Clean up the environment
- Lowell would get a desperately needed job
- Government would gain from his income tax

He may be able to go to the meeting in Truro and would be willing to talk about his ideas there.

RECEIVED
JUN 30 1988

6009 Shirley St.
Halifax, N.S.
B3H 2M9

June 27, 1988

Mr. John Thorpe
The Clean Nova Scotia Foundation
P.O. Box 2528
Station M.
Halifax, N.S.
B3J 3N5

Dear Mr. Thorpe:

Thank you for your telephone call earlier today. Naturally, I am pleased to submit my paper on beverage container legislation to the Taskforce on Litter Abatement.

As I have previously indicated, the research was originally undertaken for a course taught at Dalhousie Law School, with the intention it would be made available to Ecology Action Centre's recycling committee and recycling study team.

I am also pleased that The Clean Nova Scotia Foundation and others have expressed an interest in recycling and reuse of materials. Feel free to use and circulate the paper; I only ask for acknowledgement should any of the material be used.

Because the paper is well circulated, I think I will decline the opportunity to make a separate oral presentation. Thanks for your suggestion.

Regards,

Oliver Maass

SAVING THE REFILLABLE BEVERAGE CONTAINER IN CANADA

ES5200B : Term Paper

Environmental Law

April 22, 1988

Submitted to Professors: D. VanderZwaag and P. Saunders

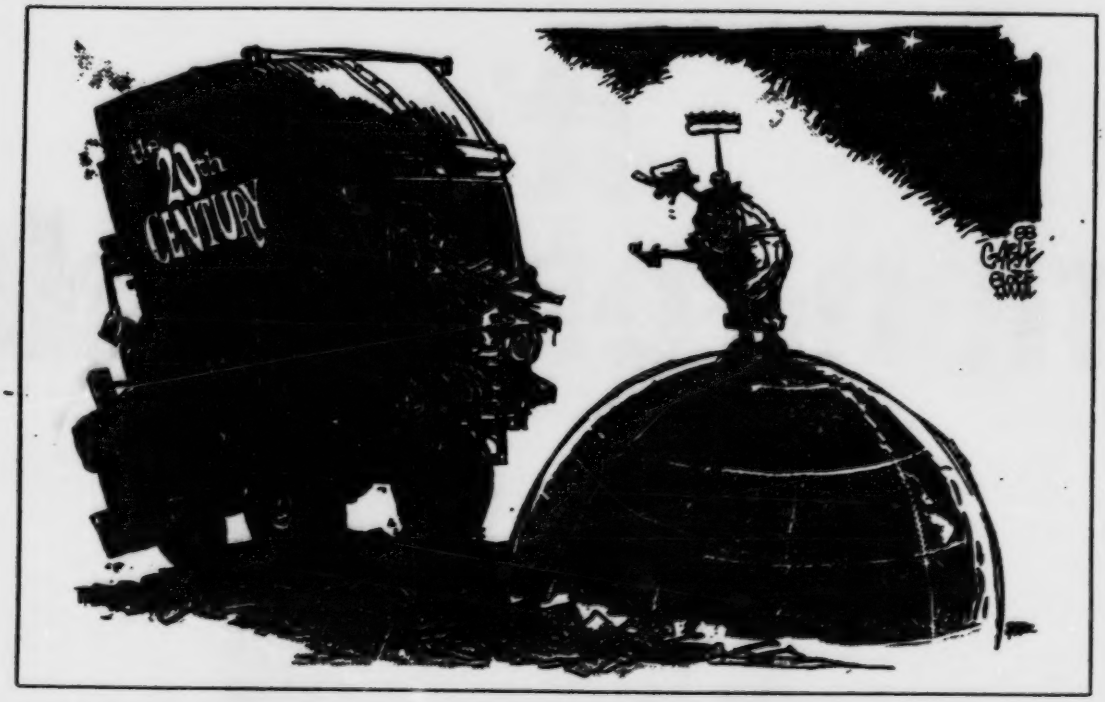
By : Oliver Maass

Life:
it's non-returnable

Waste is a dirty word yet last year Nova Scotia's highways saw the worst waste of all . . . the waste of 203 lives in highway accidents.
This year there will be others — you can bet on it.
Nobody knows who they'll be but we do know how it will be . . . inattention, the single greatest cause of car accidents.
When you drive, drive as though your life depended on it. Pay attention or it could cost you your life! And that's non-returnable.

What are you doing with the rest of your life?

Nova Scotia Department of Highways
Hon. J. Fraser Mooney



(Globe & Mail, March 1, 1988)

EARTH : IT'S NON-RETURNABLE !

1. Introduction

Most consumer goods are destined for a one-night stand. They are purchased, consumed and discarded, and become part of the solid waste stream with little regard for their remaining value (Pollock, 1987). Currently, the per capita household waste generation rate in Canada is approximately 1.3 Kg/day (Pilsworth, 1984) -- and rising, with packaging contributing about 30% of the weight and 50% of the volume[1] (Pollock, 1987).

The increasing use of non-refillable and non-returnable beverage containers contributes a growing, and significant volume to the solid waste stream[2]. Non-refillable containers appeared on the Canadian market in the early 1960's (Boston and others, 1977) and despite various provincial government initiatives to curtail their use, they accounted by volume for more than 49% of Canadian manufacturer's soft drink shipments by 1984 (Fig. 1). The trend represents a classic success story in marketing (Gudger and Walters, 1975/76).

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1. According to U.S. figures, Americans spent more for food packaging in 1986 than the nation's farmers received in net income (J. of Commerce, Aug 12/86 in Pollock, 1987).

2. In Ontario, glass containers and metal cans contribute 13% by weight to the residential waste stream. This figure does not include plastic containers (R.I.S., 1987). In Nova Scotia, waste glass alone contributes an estimated 11% by weight to municipal solid waste (Pilsworth, 1984).

SOFT DRINKS, WHOLESALE
Canadian Industry

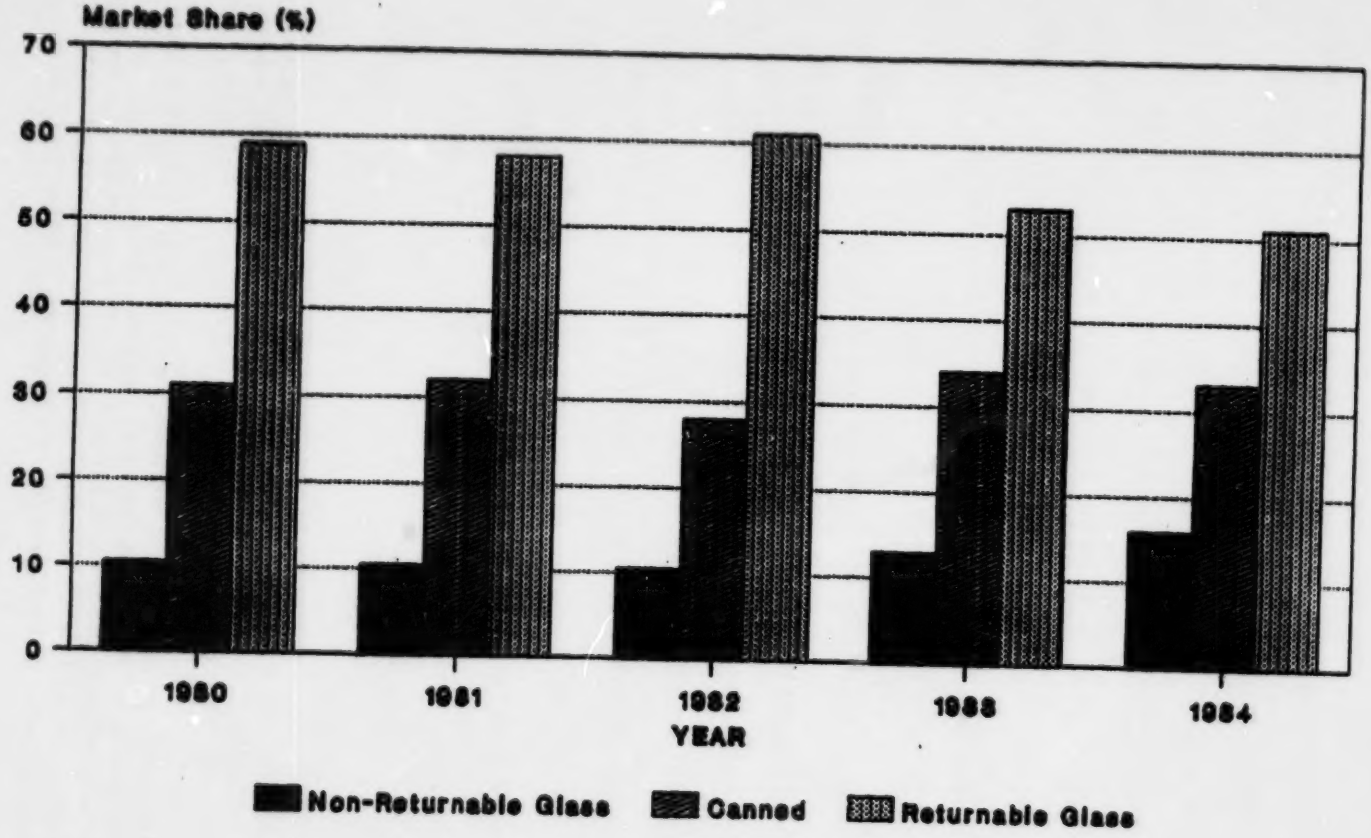

Figure 1

Compiled from Statistics Canada, Catalogue 32-208, 1980-1984

Early attempts to regulate beverage containers were made beginning about 1970, primarily in response to a growing litter problem. By the mid-1970's concern was further heightened by the "energy crisis". Since the late 1970's, interest has waned somewhat and despite regulations in many provinces, non-refillables have continued to make inroads on the refillable container market (Fig. 2). But, once again, concern is being revived -- now due mainly to sky-rocketing costs of solid waste disposal.

This paper outlines the rationale for, and barriers to, the use of refillables. It also examines possible legislative and policy approaches to the problem, and reviews current provincial beverage container legislation.

MATERIALS AND SUPPLIES USED
Soft Drink Industry, Canada

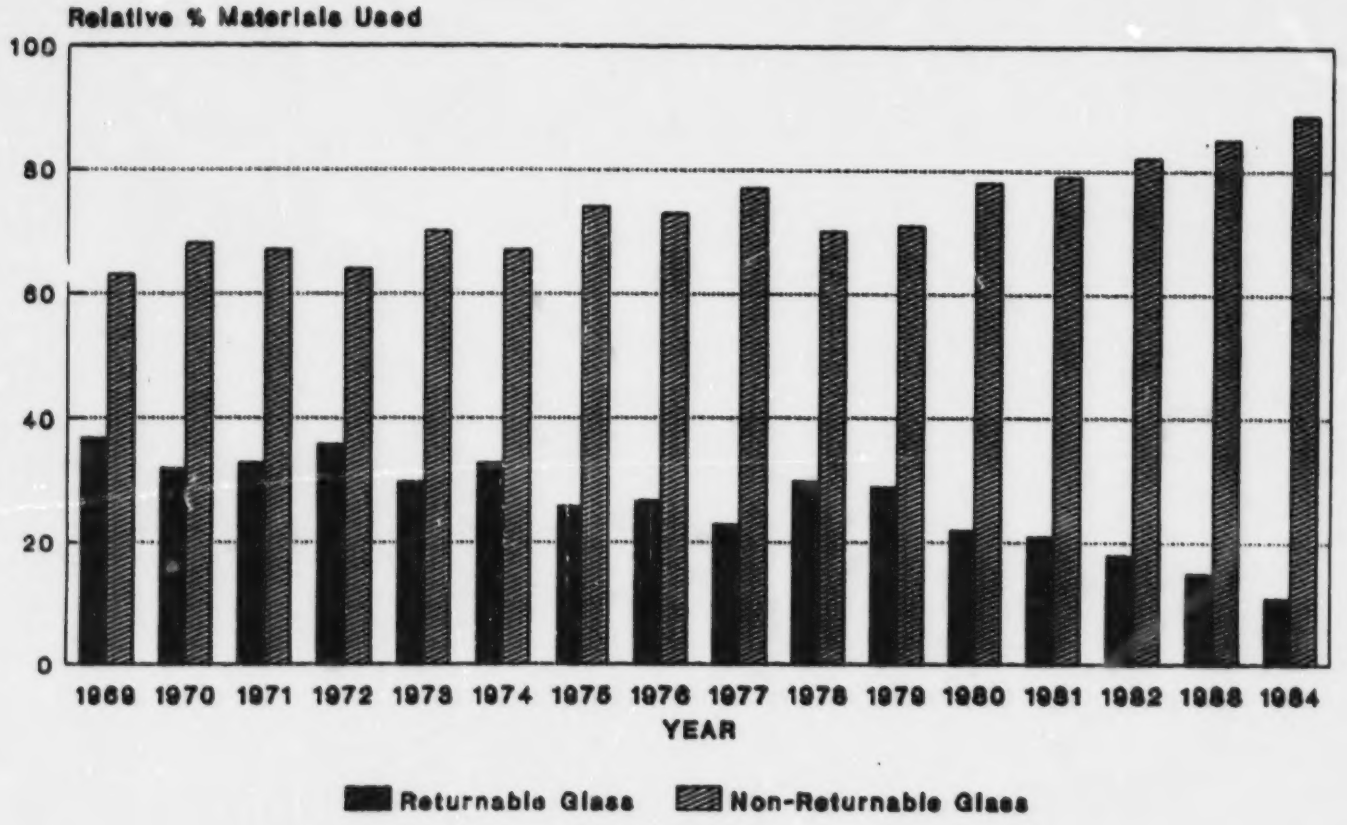

Figure 2

Compiled from Statistics Canada,
Catalogue 32-208, 1969-1984

2. The Rationale for Refillables

Recycling, or remanufacture of one-way beverage containers from used containers is a second-best option to refillables, and is not explored here. A refillable system for all beverage containers would optimize both environmental and social welfare[3].

2.1 Beverage Cost. Making a refillable bottle is initially more expensive than making a throw-away bottle or can, and there are also costs involved in collecting, transporting and washing the empties. Nevertheless, the cost of using one bottle 10 to 20, or more times is substantially less than using the same number of different bottles (E.P.A., 1972). Trippage analysis indicates that refillables are superior after about five trips have been made. This is well below average, national trippage levels in Canada (Doston and others, 1977).

With the throw-away system, the consumer pays the manufacturer every time he/she buys a drink for the total cost of the container, which is often more than the value of the contents (Pollution Probe, 1977). The company then uses this money to make or purchase more containers. By contrast, the refillable system makes the cost of the container an expense calculated over a long

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3. Theoretically, the optimal beverage container system is a totally standard, refillable system, which utilizes functionally-designed containers, used interchangeably by all or most manufacturers. The expected gains would result from light weight, easier handling and distribution, and higher [illegible] (Boston and others, 1977).

period of time. Industry savings should be reflected in lower beverage costs to the consumer[4].

2.2 Employment. In addition to lowered production cost, both theoretical studies and practical experience indicate net employment gains by switching from throw-away to refillable beverage container systems[5]. A hidden cost of conversion is employment dislocation. Large gains in collection and bottling industries are partially offset by losses in beverage container manufacturing.

2.3 Landfill Costs. Non-returnable beverage containers contribute substantially more to the household waste stream than returnable systems. But, the cost of landfilling has not normally been considered relevant to the cost of production and consumption. This view is increasingly being challenged as many jurisdictions begin reducing subsidies on tax-supported landfill sites[6].

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4. An EPA estimate indicates savings to the U.S. consumer of over $3.2 billion (U.S.)/year by switching to returnable bottles for beer and soft drinks (E.P.A., 1977).

5. A study completed two years after the enactment of Oregon's model "bottle bill" (Ore. Rev. Stat. (1971) c.459), claims a net gain in employment of 365 full-time equivalent jobs, and $1.6 million (U.S.; 1974 figures) in annual wages (Gudger and Bailes, 1974).
   Based partly on the Oregon experience, an EPA study concludes that enactment of a national bottle bill in the U.S. would generate a net gain in employment of 85,000 jobs nationally (E.P.A., 1977).

6. In six years, Minnesota landfill costs have sky-rocketed from $5 to $30/ton; in Philadelphia, from $20 to $90/ton (Pollock, 1987).

2.4 Litter. Refillable beverage containers bearing a deposit are worth money to the consumer, and are generally returned, rather than littered. This observation provided the impetus for early beverage container legislation.

2.5 Conservation of Natural Resources. None of the raw materials required to make glass beverage containers are considered scarce[7]. Nevertheless, the environmental costs associated with mining and refining these virgin raw materials to produce one-way bottles is significant, compared to 10-20 trip refillable bottles. Natural resources can be further conserved by crushing and remelting used bottles (whether they are 20th trip refillables or used one-way bottles) to manufacture brand new bottles[8].

For example, a 10 trip refillable bottle uses 1/10th the raw materials of 10 one-way bottles, to deliver the same volume of beverage. This efficiency can be further illustrated by the fact that returnable beverage containers represent only 11% of bottles purchased by Canadian soft drink bottlers, while delivering 78% of soft drinks[9].

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7. Raw materials for glass manufacture are silica sand, limestone, carbon, nefylyn cynate, soda ash, Na-sulfur, and Na-nitrate (Mattice, 1976).

8. A 100% recycled, non-refillable bottle system can approach the relatively low raw material requirements of a 10-20 trip refillable and recycled bottle system, although a 100% recycling rate is difficult to achieve.

9. Values are derived by combining 100% data from Figures 1 and 2.

2.6 Energy Savings. Energy requirements of both proprietary and standardized refillable containers compare favorable with one-way glass and cans, at trippages exceeding two (Fig. 3). At a difficult-to-achieve 100% recycling rate, steel, aluminum, and plastic containers achieve an energy efficiency comparable to the 10-trip glass returnable (Gudger and Walters, 1975/76)

CARBONATED SOFT DRINKS
Variation of Energy Consumption

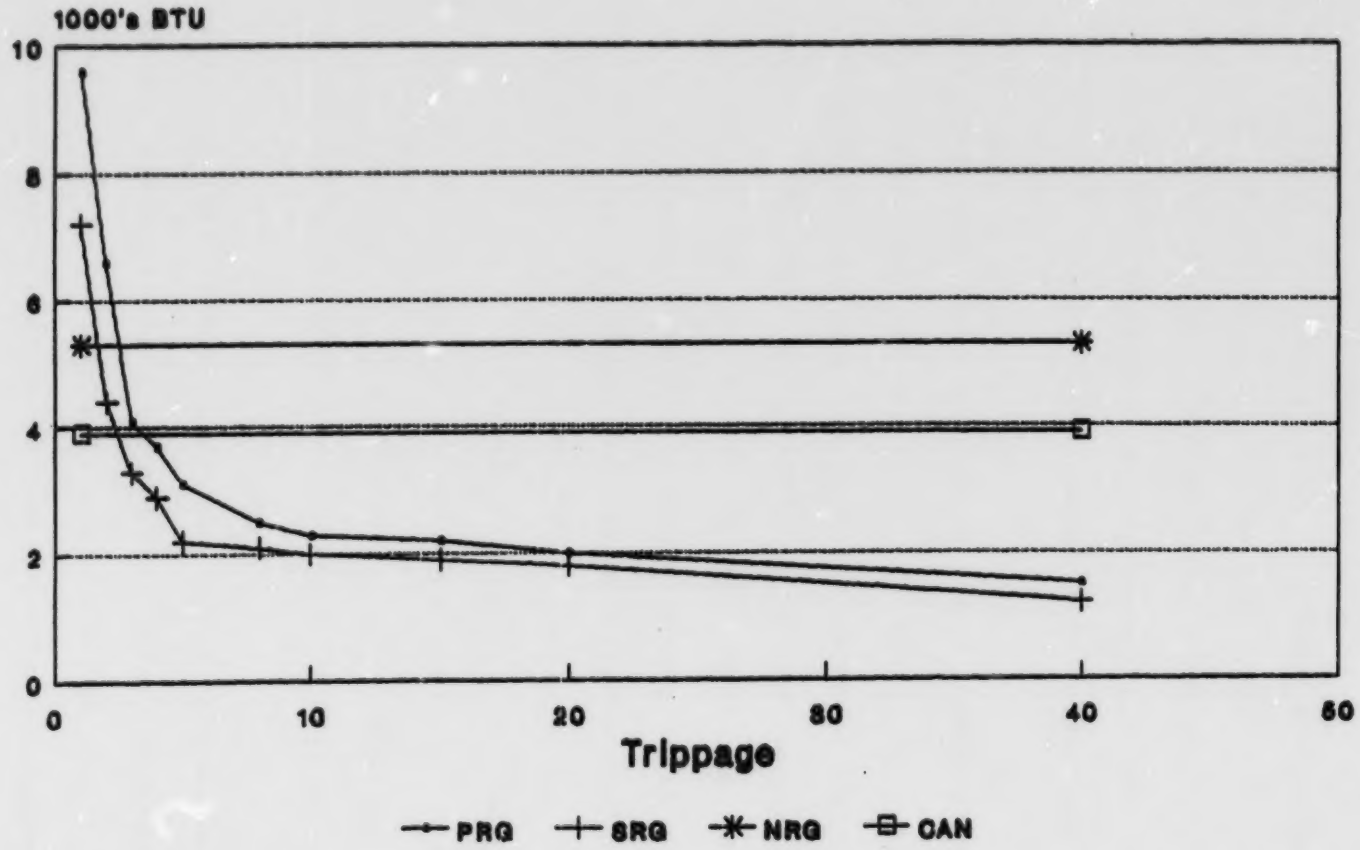

Figure 3

Source: Boston et. al., 1977

PRG = Proprietary Refillable Glass Container
SRG = Standardized Refillable Glass Container
NRG = Non-refillable Glass Container

3. Barriers to the use of Refillables[10]

Refillable beverage containers would be of significant benefit to society. However, the trend away from refillables has been promoted vigorously by container manufacturers and retailers because they are the primary economic beneficiaries of the growing use of non-refillables (Gudger and Walters, 1975/76).

Non-refillables are preferred by the beverage container manufacturing industry since their use maximizes demand for containers. Non-refillables are equally favoured by the beverage manufacturing industry because they offer distinctive and easily changed container designs, useful as marketing tools (Marbek, 1985). Retailers also prefer non-refillables because the sale of refillables entails additional handling costs and storage space (Gudger and Walters, 1975/76). Current household habits and structures also provide barriers to the use of refillables, primarily because such containers are considered inconvenient (E.A.C., 1987). But, consumers are not aware of the costs associated with a non-refillable beverage container system.

The marketing trend to throw-aways has generated mounting environmental costs, costs borne by society and the environment at large, not by the beneficiaries of the throw-away system. Environmental goods are not owned by identifiable members of the

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10. Some of the barriers to use of refillables apply equally to recycling of non-refillables.

community and consequently are not bought and sold in an economic market as is usually the case with other goods. So it is unlikely that the consumption of environmental goods will be adjusted by economic considerations, which means that it is unlikely that environmental resources will be allocated in an optimal way unless there is intervention by the state (OECD, 1978).

> This occurs, quite simply, because in the absence of an economic market, the cost of using environmental resources is zero even though they have a positive value; this in turn will lead to a level of consumption that is higher than is optimally desirable because the cost of that consumption is set too low (OECD, 1978).

For example, landfills are funded by municipal tax revenues, not by manufacturers. Additionally, landfills have generally been underpriced, thereby discouraging conservation. Municipalities could provide landfill diversion credits or subsidies nearly up to the estimated true cost of landfilling (dollars/tonne), without increasing what is spent on waste management (E.A.C., 1987).

Taxpayers also finance tax subsidies and other government incentive programs for virgin materials such as accelerated depletion allowances. These programs could be eliminated, improving the competive position of secondary materials (Hayes, 1978). Similarly, litter cleanup is financed by taxpayers, and environmental damage through pollution of air, water, and land incurred by wasteful industrial processes is also achieved at environmental and social cost.

Clearly, some government intervention is required to achieve a socially and environmentally optimum allocation of the resources used for beverage container systems. A policy of non-intervention is of course less disruptive in the short term than intervention, but it perpetuates the proprietary, non-refillable beverage container system. There would be no environmental and social gains, and if the trend towards increased use of throw-away packaging continues, significant losses would accrue in the future.

A combination of policy changes, public education, and legislation can help achieve a better allocation of resources. Legislation[11], in particular, is probably a prerequisite to the continued success of a stable, returnable system. It provides a (usually) enforceable basis within which the various interests of the beverage container industries may compete without the temptation to increase their competitive edge by disregarding the problem of waste that is inherent in "convenience" packaging (Taylor, 1970).

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11. The threat of legislation may also help achieve policy goals.

4. Possible Legislative Approaches

A number of approaches to the beverage container problem have been suggested, or implemented in the past:

(a) taxation schemes;
(b) selective container bans;
(c) mandatory availability of refillables at retail outlets;
(d) mandatory deposits on all beverage containers;
(e) standardization; and
(f) legislation that combines approaches.

4.1 Taxation. Several taxation options that either encourage refillable containers, or both refillables and recycling, are available:

(a) A *selective tax* on non-refillable containers discourages all but the refillable, and can provide revenue to finance anti-litter campaigns and municipal disposal[12](Fisher, 1984).

(b) An *amortization tax*, proportional to the estimated life of a product would penalize short-lived products such as non-returnable beverage containers (Hayes, 1978).

(c) A *flat tax* could be imposed on all products, based on the amount of virgin materials they contain (Hayes, 1978). This

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12. This approach has been used in the state of Washington. All major items of litter, including non-returnable beverage containers, are taxed (Fisher, 1984).

approach would encourage refillable beverage containers as well as the recycling of throw-aways.

(d) A *severance tax* or levy could be imposed on virgin material as it is extracted from the ground, based either on its monetary value or on the quantity of material extracted. In effect, this is a mirror image of the depletion allowance; its purpose would be to slow the rate of raw material extraction (Hayes, 1978). Both refillables and recycling would benefit.

The first two approaches favour, specifically, returnable beverage containers and may therefore be the most effective. The first option is probably the easiest to administer.

4.2 Selective Container Ban. In its mildest form, legislation may ban specific container types, such as cans with detachable ring pulls. Without an additional deposit mechanism to assure returns, this measure will not promote refillable containers, or even recycling. More strict legislation might ban all non-refillable containers. This is the approach most favoured by environmentalists because of significant and immediate reductions in litter, solid waste, and energy consumption.

However, a ban on all non-refillables results in severe employment and investment dislocations and inequities (New York, 1975). A ban on specific container types encourages new, innovative designs; by contrast, a total ban of non-refillables creates a stifling effect

on research and development of new packaging (Boston and others, 1977).

4.3 Mandatory Availability of Refillables. The usual version of this legislation requires retailers to give equal shelf space to returnables and non-returnables, thereby providing consumers with a choice of beverage containers (Fisher, 1984).

Some jurisdictions simply require at least equal shelf space for refillables and non-refillables, independent of brand names and types[13]. In other cases, retailers have been required to match non-refillables with refillables by brand, flavour, and size. The intent is to discourage the stocking of products in non-returnable containers; however, a response to "double stocking" is for the retailer to delist less popular brands in order to create more shelf space[14].

Environmental gains are not maximized with this approach, and retailers and smaller suppliers bear a large part of the cost of such a program in the form of increased handling and delisting (Boston and others, 1977).

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13. Beverage container legislation in Nova Scotia and New Brunswick employs this approach.

14. In its 1976 container regulations (Reg 687/76, s.11), the Ontario Ministry of Environment included a mandatory availability provision, which called for this approach. S.11 was subsequently modified to require matching by flavour and size only (Boston and others, 1977).

4.4 Mandatory Deposits on all Beverage Containers. This legislative approach requires that all beverage containers have minimum refundable deposits, thereby providing an incentive for the consumer to return bottles and cans for reuse and recycling (Sullivan, 1982). Two refund systems have been used.

Usually, the deposit on any beverage container must be refunded by any retailer or wholesaler who sells that kind, brand, and size of beverage. If the deposit is less than the value of a new bottle, beverage manufacturers will voluntarily pick up their refillable bottles; otherwise, legislation must require pick-up[15].

A second refund system requires retailers to accept only refillable beverage containers. In this case, government run or subsidized depots accept both refillable and non-refillable beverage containers (Boston and others, 1977). The depot system is costly, and provides little incentive for the retailer to stop selling environmentally damaging containers, although it also reduces the retailer's handling costs and space requirements.

The mandatory deposit mechanism has several advantages. It does not restrict consumers or producers from using the container they

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15. Deposits should be high enough to provide an incentive for return, but low enough to make them an economically attractive alternative to new containers (New York, 1975). Gudger and Walters (1975/76) recommend a deposit level fixed in legislation at 75% of the original cost of the bottle. This provides flexibility so that legislation does not have to be amended to reflect price changes over time.

prefer so long as provisions are made for its return. It also forces beverage manufacturers to deal with emptied beverage containers, thus encouraging the use of refillables or easily recycled containers (New York, 1975). The deposit mechanism does not restrict innovation and minimizes government intervention in the marketplace. Only consumers who decide not to return containers are penalized (through forfeiture of the deposit), thus reducing littering (Gudger and Walters, 1975/76).

As long as refillable bottles are achieving acceptable trippage rates, the system is effective in reducing litter, solid waste, and energy consumption. A disadvantage of the mandatory deposit system is that implementation can generate considerable short term employment and investment dislocations (Boston and others, 1977), though less severe than with a ban on non-refillables.

4.5 Standardization of Bottle Size and Shape. Legislation can encourage standardization, which is a possible approach for increasing the efficiency and feasibility of refillable container systems (OECD, 1978).

The primary limitations to improved efficiency of returnable container systems are the trippage rate and high costs of handling returns (Taylor, 1970). Standardization improves both determinants. Retailers would be more willing to stock standard bottles on a voluntary basis because returned containers would require less sorting. This should increase the proportion of the

refillable container's market share (OECD, 1978). Standardization also improves convenience to consumers by increasing the number of retailers where containers can be returned (Taylor, 1970). This increases the propensity to return refillable containers[16] (OECD, 1978).

Beverage container system costs may also be reduced because containers would not necessarily need to be returned to the original bottlers, thereby reducing transport distances. Overall efficiency of a standardized beverage container system depends on the market share captured (Boston and others, 1977).

Drawbacks of a standardized system include the loss of a form of trademark useful for marketing (Taylor, 1970), and disincentives to producers to develop new technology and decrease the costs of bottle manufacture. Innovative improvements would be difficult to adopt because the entire stock of standardized containers would have to be destroyed (OECD, 1978).

Standardization can be encouraged by several legislative mechanisms. Some jurisdictions with mandatory deposit legislation provide incentives for standardization by permitting lower deposits on "certified" bottles, used by two or more

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16. In Norway and Denmark, partially standardized beverage container systems achieve very high trippage figures, estimated at 30-35. In Norway, return rates are about 99% (OECD, 1978).

manufacturers[17]. A more drastic approach is to regulate container specifications.

4.6 Conclusion. The most efficient beverage container system is the totally standardized system. But implementation requires considerable intervention in the market and is therefore least popular with industry. A mandatory deposit system is the next best choice and is easier to implement because it merely provides incentives for refillables without banning one-way containers.

To achieve environmental and social objectives, a combination of legislative approaches may also be enacted. For example, some jurisdictions have successfully combined a mandatory deposit with a selective ban on particularly offensive beverage containers[18]. Where legislative and policy measures intended to encourage refillables are unacceptable, recycling can be a sensible alternative objective.

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17. In Oregon, this approach succeeded in converting the state's beer breweries to standardized bottles. Deposits were set at 1/2 of the regular value, yet trippage improved, apparently because of improved convenience to consumers. The soft drink market did not respond to this incentive (Gudger and Walker, 1975/76).

18. In 1971, Oregon, and more recently other "bottle bill" states, enacted mandatory deposits, coupled with a selective container ban on cans with detachable ring pulls. The new "push-in" top now in wide-spread use was developed for the Oregon market (New York, 1975).

5. Non-legislative Policy Measures

As a complement to, or in place of beverage container legislation, several alternative policy measures may encourage proprietary or standardized refillables:

(a) voluntary agreements;
(b) packaging approval process;
(c) financial incentives and support;
(d) promotion; and
(e) procurement.

5.1 Voluntary Programs. Voluntary agreements between industry and government, based on moral suasion, have achieved mixed success[19]. Can and bottle manufacturers, bottlers, and retailers may agree that the beverage industry itself will undertake measures to attain specified objectives such as:

(1) The level of beverage containers disposed in domestic waste should not increase, or should decrease by a certain amount.

(2) The amount of beverages sold in non-returnables should be limited.

(3) The returnable system could be improved by, for example, promoting standardization, increasing trippage, and improving the convenience of returns (Fisher, 1984).

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19. In Manitoba, which has no beverage container legislation, a volunteer agreement has been considered successful. By contrast, Ontario's experience with a one-year voluntary approach in 1975 demonstrated a reluctance on the part of industry to comply acceptably with goals outlined by the province (Boston and others, 1977).

5.2 Packaging Approval. A packaging approval process could be established, requiring approval before marketing. This mechanism is essentially a threat-to-ban undesirable beverage containers, and is in this sense, comparable to container-ban legislation. Approval could be on the basis of environmental criteria, among others (Marbek, 1985).

5.3 Financial Incentives and Support. Governments can provide financial incentives and support to members of the beverage industry willing to convert to proprietary or standardized refillable containers. Low-interest loans, direct subsidies, accelerated tax right-offs, and high depreciation allowances on equipment necessary for conversion to refillable systems can be implemented (Boston and others, 1977).

5.4 Promotion. The use of refillable containers (and increased recycling) can be promoted in consumer advertising campaigns, and in school education programs. In addition, governments can consult with and lobby other levels of government, as well as with industry, to encourage introduction of regulations or policies favorable to proprietary or standardized beverage containers.

5.5 Procurement. Different levels of government can review all procurement and in-house procedures to ensure that refillable or recoverable glass products are used wherever possible.

5.6 Conclusion. Non-legislative policy measures may provide incentives or momentum to increased use of either proprietary or standardized beverage containers. Best results can probably be achieved by combinations of policy and legislative measures.

6. Beverage Container Legislation in Canada

Although the federal government monitors developments at the provincial level and has examined options available at the federal level, there is almost no direct federal involvement in beverage container regulation[20]. In Canada, the beverage container issue in has been mainly considered on a provincial basis since solid waste management is a municipal or regional government function carried out under provincial legislation (OECD, 1978). Eight provinces now have beverage container legislation and regulations, which employ a wide variety of measures[21].

6.1 British Columbia. The Litter Act[22] (R.S. 1970, c. 239) employs a mandatory deposit system for all soft drink and beer containers, but not for wine and liquor bottles.

Regulations set deposits at $0.05, $0.10, and $0.30, depending on container size (B.C. Reg. 136/70 s.2(1)). Consumers can receive

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20. One exception is the specifications of container size, issued by the Department of Consumer and Corporate Affairs. In addition, the 1.5 litre carbonated soft drink bottle was banned nationally in 1979, due to persistent evidence of spontaneously exploding containers (OECD, 1978).

21. Canadian municipalities may also employ, to a limited degree, some of the legislative and policy measures outlined. This possibility is not explored here.

22. The British Columbia Waste Management act repeals the Litter Act (RS ch. 41 s.41, 1982), although s.41 has not been proclaimed.

refunds at any retailer who sells a particular beverage; failure of a retailer to provide a refund may bring a penalty of $500. Since 1982, containers must bear the words "return for refund" in clear, prominent letters (B.C. Reg. 136/70 s.3(2.1) *as am.* 492/82).

A limited container ban has also been implemented since 1975 to control "metal containers so designed and constructed that any part of the container is detachable without the use of a can opener" (B.C. Reg. 136/70 s.3(4) *as am.* 562/74).

Provincial government policy indicates an upper limit to the quantity of containers going to landfill: 10% for beer, and 15% for soft drink containers (Marbek, 1985). By the early 1980's, refillables held at least 80% of the beverage container market (Lieben, 1984). Recycling has also increased.

6.2 **Alberta.** The Beverage Container Act (R.S.A. 1980, c.B-4) was enacted in 1971, and has employed a mandatory deposit system for all soft drinks, wines and spirits. Since 1980, fruit and vegetable juices "that are in a form suitable for immediate consumption and that are sold in metal containers" have also been regulated as beverages to which the Act applies (Alta. Reg. 320/78 s.2(1) *as am.* Reg. 45/80). Returnable beer containers are exempt from the provisions of the Act and regulations (Alta. Reg. 320/78, s.3(3)), as are bottles of 170ml or less capacity (Alta. Reg. 320/78, s.3(1)).

The Beverage Container Act also established approximately 200 government subsidized, but privately owned and operated collection depots. These accept both non-refillable and refillable beverage containers for refund of deposits (R.S.A. 1980, c.B-4, s.3). Retailers accept beverage containers of the kind, size, and brand sold, and which are not exempt from the provisions of the Act or regulations (Alta. Reg. 320/78, s.5). However, they are not required to accept non-refillables and beer containers, if their place of business is deemed "within a reasonable distance from a depot" (Alta. Reg. 320/78, s.5).

Regulations set deposits at $.02 for non-returnable metal containers; $.05 each for soft drink (460ml or less), liquor, and beer bottles; $0.10 for medium-sized soft drink bottles; and $0.30 for large soft drink bottles (Alta. Reg. 320/78 s.7(2) *as am.* several times). Manufacturers are required to pay retailers or depot operators an additional commission of $0.02 - $0.03, depending on container type (Alta. Reg. 320/78 s.9).

Alberta's mandatory deposit legislation regulates a relatively broad range of beverage containers. Alberta is the only province with mandatory deposits on wine and liquor bottles, which has reduced the quantity of these in the waste stream by 50%. Higher deposits might improve this record (Lieben, 1984). At least 75-80% of beverage containers are now refillable glass bottles (Boston and others, 1977; Lieben, 1984).

The depot system is expensive on the one hand, but reduces the legislation's impact on retailers. An important disadvantage of Alberta's legislation is that retail outlets which are considered close to a depot need not accept non-refillables for refund of the deposit. These retailers have very little incentive to stop selling non-refillable containers.

6.3 Saskatchewan. The Litter Control Act (R.S.S. 1978, c.L-22; enacted 1973) requires ministerial approval of containers (s.6), which if approved, must bear a deposit (s.7).

Regulations set deposits for refillable soft drink beverage containers at $0.05 and $0.10, depending on capacity, and similar deposits are required for refillable beer containers (Sask. Reg. 188/73, s.5). However, regulations exempt all non-refillable containers from the deposit provision (188/73, s.8). Unless non-refillable containers are refused ministerial approval, the effect of this exemption is to side-step legislative intent. This is not clear[23].

Individuals, companies, or directors, officers or agents of a company may be fined for violations of the act (R.S.S. 1978, c.L-22, s.15).

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23. According to several sources, Saskatchewan legislation bans all non-refillable bottles for soft drinks and beer (Lieben, 1984; Marbek, 1985). This is not evident from the Act and its regulations.

6.4 Manitoba. Manitoba has no beverage container legislation. However, the provincial government and industry were able to achieve a co-operative agreement in the early 1970's. Industry voluntarily abandoned non-refillable glass containers, and cans were not actively promoted (Boston and others, 1977; Lieben, 1984). Seventy percent of the soft drinks sold in the province are reported to be in refillable containers (Lieben, 1984).

6.5 Ontario. Beverage containers have been regulated in Ontario since 1972 (O. Regs 633/85, 622/85, 623/85), as provided by the Environmental Protection Act (R.S.O. 1980, c.141, s.77). Regulations have evolved considerably and apply only to carbonated soft drinks.

Early regulations permitted only refillable bottles and steel cans, which held soft drink market shares of 40% and 60%, respectively (Stephenson, 1985). In addition, regulations provided for the mandatory availability of soft drinks in refillables for at least all flavors and sizes in which they were sold in non-returnable steel cans (Boston and others, 1977).

However, new regulations pave the way for the introduction of new container materials, in a manner that ensures they are recycled. Minimum refillable sales by manufacturers (wholesale) are now tied to the recycling rate of non-refillable beverage containers sold by the same manufacturers.

At a recycling rate of less than 50%, minimum refillable sales are 40%; at a recycling rate of 50%, minimum refillable sales are 35%; and at a recycling rate of 60%, minimum refillable sales are 30% (O. Reg. 623/85, s.9(1)). This is intended to protect *more or less* the 40% market share of refillables, while encouraging recycling. After November 1, 1988, non-returnable carbonated soft drink containers achieving recycling rates less than 50% must bear deposits as for refillable bottles (O. Reg. 623/85, s.9(2)).

Deposits for refillable beverage containers are set at $0.15, $0.30, and $0.40, equally for consumers, retailers, and manufacturers (O. Reg. 622/85 s.4). The mandatory availability of refillable provisions has been revoked, although soft drink advertisements must give refillables at least equal prominence as non-refillables (O. Reg. 623/85, s.7).

Ontario's new regulations have exemptions designed to protect small beverage manufacturers, and until September 1, 1987, the province's large steel beverage container manufacturing industry (O. Reg. 633/85).

6.6 **Quebec.** Beverage containers have been regulated through beverage distributers since 1984. "... No [distributer] may sell or deliver beer or soft drinks in non-returnable containers unless he [or she] holds a permit issued for that purpose by the Minister

of Industry and Commerce (R.S.Q. 1985, c.P-9.2, s.2). The Minister of Environment must also agree to such a permit (s.3).

A permit for non-returnable containers may be received only if the containers are recyclable, and a system of deposit and recovery is established for these (Decret 1542-84, s.3). Violations of the Act or the permit are liable for a fine of not less than $600 nor more than $30,000 for a first offence, and twice these figures for repeated offences (R.S.Q. 1985, c.P-9.2, s.6).

6.7 New Brunswick. The beverage Containers Act (S.N.B. 1977, c.B-2.1; proclaimed in force Oct 1, 1978) employs a mandatory availability of refillables measure for carbonated soft drinks only. "Every retailer who sells beverages in non-returnable containers shall also offer for sale beverages of the same brand and flavour in refillable containers" (N.B. Reg. 83-123, s.8).

In addition, metal beverage containers with detachable openings have been banned (N.B. Reg. 83-123, s.5), and the Minister of Environment has the power to prohibit other containers (S.N.B. 1977, c.B-2.1, s.3).

Regulations set deposits on refillables at $0.10, $0.20, $0.40, depending on capacity (N.B. Reg. 83-123, s.6(1)), and retailers must accept for return, refillables of the same brand he/she sells; (N.B. Reg. 83-123, s.10). Violators of any provisions of the Act

or the regulations are liable to fines of not less than $100 and not more than $1000 (S.N.B. 1977, c.B-2.1, s.10(1)).

6.8 Nova Scotia. The Beverage Containers Act (S.N.S. 1975, c.55; proclaimed March 1, 1978) employs a mandatory availabilty of refillables measure for soft drinks only. In addition, before any beverage container can be marketed in Nova Scotia, it must receive Ministerial approval (S.N.S. 1975, c.55, s.3(1)).

Since 1980, retailers "shall not display soft drink beverages in non-refillable containers unless the same brand, flavour and size in refillable containers are given *at least* equal prominence and *at least* equal retail space" (N.S. Reg. 41/78, s.8(1). The following areas of the province are exempt from the mandatory availability provision: Digby Neck, off-shore islands, and much of Cape Breton Island (N.S. Reg. 41/78, s.10).

Regulations establish minimum deposit levels for refillables at $0.10, $0.20, and $0.40, depending on beverage container capacity (N.S. Reg. 41/78, s.1), and retailers must post a notice to this effect (S.N.S. 1975, c.55, s.8).

A ban on soft drink beverage containers with detachable openings has been in effect since April, 1979 (N.S. Reg. 41/78, s.6). Since November 30, 1979, regulations require that new refillable soft drink containers be sold in 200ml, 500ml, 1 litre, and 1.5

litre sizes (N.S. Reg. 41/78, s.5(1)). Combined with the mandatory availability measure, the effect might be to encourage limited standardization of beverage container sizes. However, these measures may be difficult to enforce.

The maximum fine for breaking provisions of the Act or the regulations is $500 for each day of the offence (S.N.S. 1975, c.55, s.12(1)).

6.9 Prince Edward Island. Beverage containers have been regulated in P.E.I. since 1977 (EC 396/77; replaced by EC 26/84), as provided by the Environmental Protection Act (R.S. P.E.I. 1974, c.E-8.1, s.22).

Since March 1, 1984, beverages can be sold in refillable containers only (EC 26/84, s.7), where beverages include beer, carbonated soft drinks, and any non-carbonated drink designated by the Minister (EC 26/84, s.1(a)).

Deposits are set for beer at $1.00/dozen in the case, or $0.07 per bottle (EC 26/84, s.2(2)). Deposits for soft drink containers are $0.17, $0.34, and $0.75, depending on beverage container capacity (EC 26/84, s.2(1)). In turn, beverage manufacturers are required to compensate retailers and depot operators $0.20, $0.40, and $0.80 for the same containers, respectively (EC 26/84, s.8).

The maximum fine for violation of the act is $1000 and, in default of payment, imprisonment of 90 days or less (EC 26/84 s.10).

6.10 Newfoundland. Newfoundland does not have beverage container legislation.

6.11 Summary of Provincial Legislation. A Ban on all non-returnables has been in effect in Prince Edward Island since 1984. Bans on metal beverage containers with detachable openings are employed in British Columbia, Nova Scotia, and New Brunswick.

Mandatory deposit systems have been established by legislation in British Columbia (1970), Alberta (1971), and Saskatchewan (1973). In Saskatchewan, regulations appear to exempt non-refillables from the deposit requirement, thereby side-stepping legislative intent. The Alberta legislation has the broadest definition of a beverage, and establishes collection depots. The depot system is expensive on the one hand, but reduces the legislation's impact on retailers. In addition, manufacturers must pay retailers an additional commission for containers handled. An important disadvantage of Alberta's legislation is that retail outlets which are considered close to a depot need not accept non-refillable bottles for refund of deposit. This means they have little incentive to stop selling non-refillable containers.

In Quebec (1984), non-refillable containers may only be sold if they are recovered with a deposit system and are recycled. In effect, this is mandatory deposit legislation, with a requirement to recycle non-refillables.

In Ontario, beverage container legislation was first introduced in 1972, but has evolved considerably since. Since 1985, legislation employs what is in effect a mandatory deposit provision, with exemption from deposits for non-refillables that achieve high recycling rates.

In New Brunswick (1978) and Nova Scotia (1978), legislation employs the mandatory availability of refillables measure. Several regions within Nova Scotia are exempt from the provincial Act's provisions. Manitoba and Newfoundland have no beverage container legislation, although Manitoba has achieved voluntary agreements with industry.

7. Conclusion.

The refillable beverage container system will in most cases generate lower external costs than non-returnable containers. This statement depends on a minimum trippage, which is achieved in most countries (OECD, 1978). Beverage prices, landfill costs, litter, raw material consumption, and other environmental costs are minimized, while employment is maximized.

The most environmentally and socially sound beverage container system is based on totally standardized, refillable bottles, which are functionally designed and used interchangeably by all or most of the industry. Limited standardization has been achieved in several jurisdictions with legislative incentives, and with voluntary agreements[24].

In the case of the beverage industry, government intervention is generally needed to achieve a socially and environmentally optimum allocation of resources. However, despite beverage container legislation in most provinces, overall use of refillable glass beverage containers has declined in Canada since the early 1970's. Better legislative support for refillable beverage containers is clearly required.

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24. For example, several Western European nations have legislated limited standardization (OECD, 1978). Oregon's brewing industry converted to standard bottles in the early 1970's because of legislative incentives (Gudger and Walters, 1975/76). In Canada, the bottled beer market employs standardized bottles according to an industry agreement.

Unfortunately, it has been impossible to assess the effects of individual provincial beverage container legislation. A provincial breakdown of trends in the non-refillable/refillable market share was not available at the time of writing.

Two provinces have no beverage container legislation. Otherwise, voluntary agreements, mandatory deposits, bans on non-refillables, and mandatory availability of refillable provisions are used in varying combinations across Canada. In addition, Ontario has legislated a minimum refillable market share, which is tied to the recycling rate of non-returnables.

Municipal legislation of beverage containers could employ some of the same measures, but is of relatively limited value. It should not, however, be foregone where nothing better is available (Ruchelman, 1971). In Canada, the federal government has played a minor role in beverage container regulation, although it has a potential role as catalyst for standardization (Boston and others, 1977).

Next to standardization, the strongest measure for promoting refillable beverage containers is a ban on non-refillables. However, short-term employment and investment dislocations are significant, and consumer choice is reduced. Mandatory deposit legislation is a second-best alternative for supporting the refillable beverage container market, with reduced economic adjustments, and the preservation of consumer choice. Mandatory

availability provisions can help support the market for refillables, but enforcement is difficult and brand delisting may occur.

Finally, beverage container legislation should be undertaken as an integral component of solid waste management planning[25]. Priorities should be ranked as follows: source reduction, re-use, recycling, possible energy recovery from waste, and finally landfilling (Pollution Probe, 1978; Pollock, 1987). In some jurisdictions, this principle has been recognized, and is reflected in legislation[26]. Canadian provinces should do the same.

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25. For example, Boustead (1984) wonders why the beverage industry, which consumes approximately 1% of Western European electricity, is so heavily regulated, yet households, with 12% of electrical consumption are not.

26. The Oregon Recycling Opportunity Act (Senate Bill 405, 1983) establishes a comprehensive solid waste policy, and requires that every person in the state be provided the opportunity to recycle (Parker, 1985). Earlier, in 1971, a "bottle bill" was enacted to promote refillable beverage containers (Or. Rev. Stat. 459.810- .890 (1983)).

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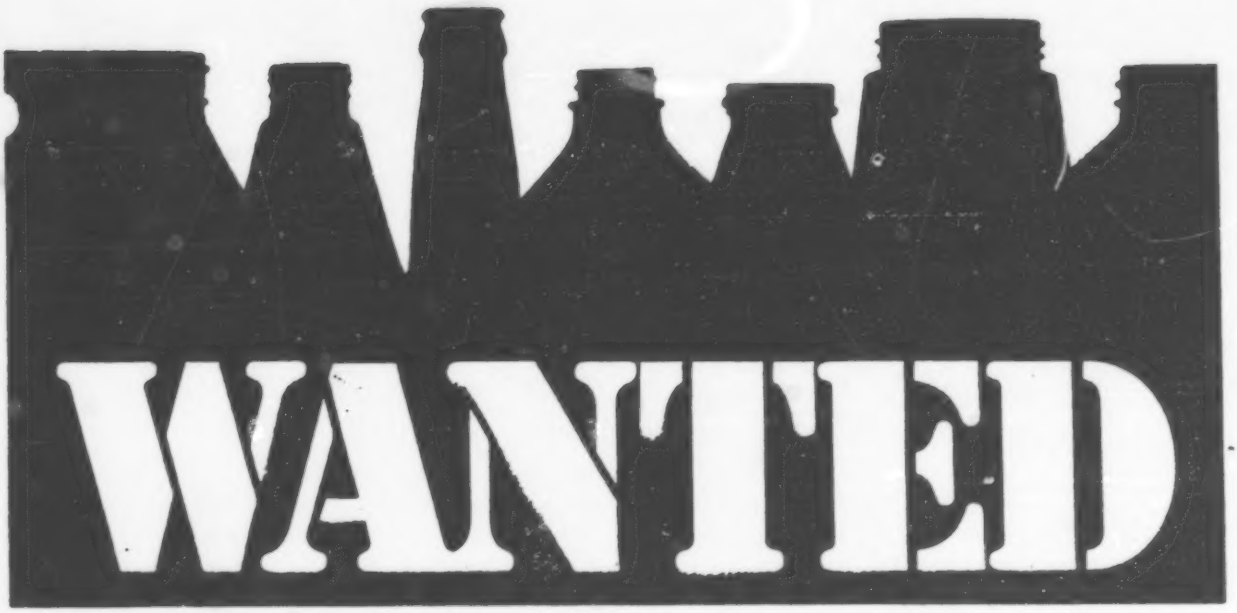

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_____ List of glass container plants that purchase cullet

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Carol Russell (503) 251-9432

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Cheryl Laughlin (814) 226-5730/226-7600

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SANITATION DEPT
KEEP CANADA CLEAN
BOB HAIN
"Monday rubber and plastics! Tuesday glass!
Wednesday grass and leaves! Thursday tin cans!
Friday wood! Garbage, we don't take anymore!"

JUL 26 1988

Pamela MacInnis
R R # 1
Shubenacadie, NS
B0N 2H0

July 24, 1988

The Clean Nova Scotia Foundation
P.O. Box 2528
Station M
Halifax, NS
B3J 3N5

To the Task Force:

I cannot begin to tell you how sincerely pleased I am to see some action regarding our self-created environment problems.

Certainly education has a key role, especially of the young, whom we will need to rely on as responsible, environmentally concerned adults. It is probably not more than 30 years ago when throwing garbage away was throwing away "natural" waste, which would not cause harm to the Earth. However, as we created synthetics of all varieties and shapes, we did not evolve our handling of these. Hence, we have left waste around which will be here long after we, as a species, are gone.

We must now seize the opportunity to create an awareness, and more than that, a sincere concern, for our Earth, our home. I grew up with that concern. My parents, perhaps unusual from some, left a natural place at least as they found it, if not improved. As a child, and especially as a teenager, I was ridiculed for speaking out loud to my peers when they littered. This leads me to believe that my parents shared a different philosophy with us than did some parents. In addition, I was in the Guide Movement from the time I was nine until 18 continuously, and this enhanced my enjoyment of the natural world and strengthened my natural concern for it. I am now a part of this Movement again, and am very pleased to see a sister member as the Chairman of the Board.

Two weeks ago I phoned the Foundation with two thoughts in mind:

1. I wished to speak to someone about the MLAP. The individual likely called me back when I was away on vacation last week. However, the suggestion I intended to make was that the Foundation address its MLAP campaign at municipalities, as a means to finance the project locally. There is no reason that garage station owners should be fiscally responsible for providing the bags, especially when each and every citizen will benefit from the project. Should the municipalities not have the funds, they would have the

network in place to solicit all businesses in their area. At this time, I am also writing to my municipal office with this suggestion.

I look forward to seeing the MLAP and shall drop by the Foundation this week.

While on the topic of municipalities, here is a level of government which can tackle the problem "at home". All recycling programs in Canada (PEI is probably one of the overall best examples) should be drawn upon for experience and assistance with the implementation of our own. At the municipal level there is concern for one's own back yard. Perhaps a Foundation presentation at municipal meetings would provide the catalyst for their involvement. Again, education. We must meet and talk to people, one to one, group to group.

2. Secondly, I wished to speak to someone about the Office Paper Recycling Project. Robin Hamilton came by and we chatted for a while and he left a paper on the topic with me. I requested from him a supply of "Briefly" for all the staff (180) where I work, and believe this to be a good start to creating the awareness required to involve everyone in this project. When I had our old phonebooks picked up for recycling in April or May, there was not much comment from anyone, however I take the participation as a positive sign. In addition, we always chop up paper which can be used for notes, and distribute this among various departments. One department requested we do this a long time ago. Another positive sign. I know there is so much more we could do, and look forward to working on it.

3. Also on the recycling topic, the Anheiseur Busch (spelling?) Company runs a recycling program for cans. Our breweries might do well to look south of the border for some ideas to put together a program designed for our area.

Please find enclosed a cheque for $10 for an individual membership, application form follows:

RECEIVED
JUL 28 1988

Name: Pamela MacInnis

Phone: Home: 758-3239; Work: 422-9381

Address: R R # 1, Shubenacadie, NS B0N 2H0

Yours sincerely,

Pam MacInnis

Pamela MacInnis

PS I was pleased to see that "Briefly is printed on 100% recycled paper." I would be interested to know of the availability, variety and associated purchasing costs.

83 Harold Street
Sydney, Nova Scotia
B1P 3M2

July 27, 1988

The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Station M
Halifax, N.S. B3J 3N5

Dear Task Force Members

I am sure that many of the comments and suggestions you will receive will be very similar from all parts of the province. There is, however, strength in numbers and if enough people show an interest in this problem perhaps steps will be taken to alleviate it. My intention is not to come up with ideas new and startling but rather to summarize what I perceive as the worst problems and offer suggestions on what can be done.

Specifically:

1. Dog "droppings" on sidewalks, in yards and parks (This problem is reaching the point of being a serious public health hazard in North Sydney, especially). Dog (and cat) owners should keep their animals confined to their own property. If the dog defecates on public land, the owner should remove the "dirt". There should be strict laws governing this and stiff fines for those who break the laws. In Ontario, pooper scoopers are very popular - why not here?

2. Massive quantities of paper litter near corner stores and school yards as children drop the wrappers whenever they finish their candy. Garbage cans should be mandatory outside corner stores and on school properties. They should be emptied regularly. Vandals caught overturning garbage cans should be made to do community service - perhaps by picking up 5 bags of garbage from the vicinity of the crime.

3. Broken glass and empty pop cans along highways and city streets. While it wouldn't eliminate the problem it would certainly help to have only returnable glass beverage bottles. This is done successfully in P.E. I. - why not here?

4. Unsightly premises, caused by people who dump old car bodies, fridges and furniture in their back yards or empty lots. The owners of such premises would be given notice to clean up and if not they should be made to pay a fine that would at least pay the cost of administering the programme and having the junk hauled away.

Generally, the entire litter problem would be improved by a change in the public attitude. This could come after years of public awareness education. While this education should ideally begin at home, due to apathy and ignorance on the part of many parents this just does not occur. Therefore, public awareness must be heightened through the existing education system and through TV. Some measure of success with a strong anti-litter campaign may be reached as has been the case with other campaigns in the recent past, such as, participaction and anti-smoking.

While such a campaign might be successful, it is also expensive to run. Where would the funds come from for such a programme? The laws governing littering should be enforced and fines imposed. The fines should be heavy enough to cover the cost of administering such a programme.

Many clean up jobs could be done by able bodied welfare recipients, perhaps by paying a basic welfare rate and incentive payments to those who work on the provincial beautification programme.

Service clubs should be encouraged to hold a clean up day in the spring. Instead of holding a walk-a-thon, a rock-a-thon or a dance-a-thon, why not encourage a clean-a-thon where participants would collect pledges based on the number of bags of litter picked up or the number of feet of gutter or sidewalk swept clean!

I hope my suggestions are of some use to the Task Force on Litter Abatement. Hopefully, the future will see Nova Scotia a cleaner province that is more attractive to residents and tourists alike.

Sincerely

Kathy MacIntosh

D B Morrison 564 8092
R#2 Sydney NS

BIP 664

1 July 1988

RECEIVED
JUL 5 1988

The Minister's Task Force on Litter Abatement

Ladies and Gentlemen;

Please allow me a chance to propose some possible aids to litter abatement.

First, that the possession of a litter bag, of at least one cubic foot capacity, in any highway operated vehicle be mandatory under the motor vehicle act.

Secondly, a vast increase in fines for littering.

Thirdly, the problem of illegal dumping on rural roads and byways is increasing. I suggest that vehicles caught in this act be confiscated, in addition to fines. This forfeiture should be mandatory, and beyond the discretion of the courts.

fourth, many rural residents have placed secure containers naer the highway to contain garbage away from crows and other animals. while these are not always attractive, they are certainly an improvement over a crew scattered garbage bag. Some municipal authorities have attempted to remove these containers and I feel that such municipal officials should be taken to task. If it was desired to improve the looks of these containers, perhaps some sort of a contest could be devised, for most attractive , most humerous, etc. and done on a county basis, to increase the interest.

Thank you I am

D B Morrison

D B Morrison

RECEIVED
JUN 4 1988

June 6, 1988

PO Box 195
WOLFVILLE, NS
B0P 1X0

The Minister's Task Force on Litter Abatement
PO Box 2528, Station M,
HALIFAX, NS
B3J 3N5

I was surprised and delighted to see the newspaper notice requesting submissions from the general public on the question of litter. This is a serious problem throughout Nova Scotia and I hope the Task Force report will result in substantial improvements in the situation.

Litter is everywhere, but I will direct my comments mostly to the roadside variety.

First of all, I start from the assumption that most citizens, and the Government of Nova Scotia, do not like to see litter on the roadsides, beaches, forests, and streams, and are anxious to bring about a cleaner environment, not just because litter ruins the beauty of Nova Scotia, but because we don't want a garbage-ridden environment outdoors any more than we are prepared to put up with rubbish scattered throughout our homes.

We face three problems: ignorance on the part of some citizens who will throw their detritus anywhere; an inadequate cleanup program; and an almost complete lack of enforcement of anti-litter laws.

There are two ways to attack the ignorance problem. First, we need to educate children (and adults) about the undesirable effects of throwing rubbish just anywhere. And we need to motivate children to do better. In this regard British Columbia shows the way: along the roadsides at regular intervals they have placed "Garbage Gobblers" - gaily painted receptacles built to

look like animals and mythical creatures. Small children love them, and they won't allow anyone to throw anything from a car - they want to wait until the next Garbage Gobbler appears so that they can deposit it there with a thump. A simple idea, perhaps, but it has paid big dividends in B. C.

The second method of attacking the ignorance problem rests on the assumption that some people will continue to litter - no matter what. Where these people are concerned, we have to deal with the mess they create.

Having picked up the rubbish lining some miles of Nova Scotia highways, I can say from first-hand experience that 95% of the junk falls into two categories: pop bottles and cans, and fast-food containers. Solving the soft-drink container problem is easy if we have the will: we simply make all types of such containers (plus beer cans), regardless of size or type of construction, returnable for a refund. This system has been in effect in California for many years, with splendid results. [There is a spinoff benefit here. Many California charities place dumpsters in shopping centre parking lots and invite citizens to deposit their recyclables there. Many do, to the benefit of the charities.]

The fast-food container problem is tougher, but the solution, I think, should be on the basis of "abuser pay". This could be accomplished by placing a tax - say 5% - at the retail level on all takeout restaurant food. (A similar tax could be placed on candy bars and chewing gum.) The proceeds of this tax would be used exclusively for roadside cleanup.

I am mindful that this proposal is well outside what has traditionally been acceptable to Nova Scotia politicians. But if we are to solve the roadside litter problem, we are going to have to raise the money to do it. What better way than to take the money from those responsible for the mess?

Speaking of cleanup, I note that many people nowadays are sentenced to periods of "community service" by the courts. Roadside pickup would seem like an excellent candidate for this type of service.

Finally, there is the matter of enforcement of the anti-litter laws. Has anyone ever had first-hand knowledge of a citizen being cited by a police officer for littering a highway or country road? I haven't. Clearly, the RCMP, who bear the responsibility of enforcing these laws on highways and country roads, have little or no interest in enforcing these laws. Why is that? Does it reflect a low priority which they themselves have set? Or does it reflect instructions from the Attorney General's office? We need answers to these questions, and when the answers have been forthcoming, we need remedial action.

I would be happy to appear before the Task Force to answer questions concerning my submission, if that would be helpful, although I am not requesting a hearing.

I wish the Task Force all success.

Yours sincerely,

T. L. Pearson

TLP/md

June 14, 1988

295 Lochaber Road
Antigonish, N.S.
B2G 2L9

The Clean Nova Scotia Foundation

Dear Sirs:

In reply to your "ad" in the Halifax Herald, I have come upon what might be a solution to the problem of bottles and cans strewn along our highways and byways.

A friend of mine and his wife visited me a couple of weeks ago, and while driving with them in their car (they were from Utah, U.S.A.). I noticed some empty pop cans on the floor of their car. We stopped at the "spring" in James River for a cool drink of spring water and I gathered the pop cans (Coke & Pepsi) off the floor and proceeded to put them into the garbage disposal can nearby. "Oh, don't throw them away" they said, "They're worth a nickel each!". My comments were "Oh, yeah, sure". "No kidding" they said. "We return the empty cans and bottles to the pop companies and they pay us a nickel a can or bottle". By pop companies, they meant the regular outlets, e.g. Quick Pik, etc. The bottles and tins are recycled, and because not all states honour this system the containers are marked (in with the label) Mass, Me. Ct. Ver. N.Y. (the name of the state abbreviated) where they system is honoured.

Their comments were that it was working extremely well in the States. The people pay an extra nickel for the can or bottle of Coke (whatever) when they buy it.

It seems like a step in the right direction, so perhaps it would be a solution to our problem. It sure would pay these students (who want people to sponsor them on walkathons, so much a mile) to walk along the roadside and gather bottles and tins (for recycling) at a nickel a piece! Something to think about.

Sincerely yours

Fred Robertson

P.S. If the empty tin or bottle had a higher refund value, then perhaps few containers would be thrown from vehicles!

28th July, 1988

Cook's Lake, Halifax County

To Minister of the Environment's
Task Force on Litter Abatement

Dear Task Force Members:

I welcome the opportunity to submit my observations and opinion to the Task Force.

While I am aware that the mission of your group is to study the overall problem of garbage and the recycling of same, I shall, in the main confine my submission to the problem of litter along our Nova Scotian highways, our municipal streets, vacant lots and parking lots.

In my opinion, the major reason for the carpet of litter which now festoons our province is the apathy and/or lack of concern displayed by our provincial and municipal legislators over the past forty years.

Laws and bylaws have been passed but governing bodies have lacked the determination to see that such laws/regulations are enforced. It seems, up until now, that littering has been looked upon not so much as an objectionable act but rather as a momentary lapse, by a citizen, of otherwise good habits. This is not so. From personable observation, I can assure you that there are many Nova Scotians who have no appreciation of the beauty of our province nor the harm that their disgusting habits do to the environment.

There are three points that I wish to emphasize.

Firstly, the litter along our highways and throughout our communities is deposited by many persons, not just a few as is commonly stated. Secondly, the youngsters entering our society must be made aware of the public's disapproval of littering. This is an education problem but one that does not require special classes of instructions. Surely all teachers can be and should be expected and required to convey the desirability of a litter free society. However, the appearance of some of our school playgrounds, indicate to me that something is inhibiting the teaching staff from stressing this aspect of civic conduct. I suspect that it is fear of pressure from some parents who resent their child being required to pick up a piece of paper that he or she has discarded recently. Thirdly, results of an anti-litter campaign will be short lived or non-existent unless those in authority realize that it will be a long and bitter war in which they are engaged. They will be required to display much dedication and grim determination to see it through. One or two week crash programmes only make temporary improvements and then people lapse into their former slovenly practices.

Nearly all of my opinions regarding littering and uncontrolled garbage have been formed by my

residing in Dartmouth for the past fifty seven years and my work in the field of pollution from ships. The effort of past administrations to the litter and garbage problems in Dartmouth have been deplorable. Each Spring Dartmouthians are subjected to the usual pronouncements and platitudes which spring annually from the mouths of the city fathers. A Spring clean up of the streets is now routine but by the end of July, trash is once more accumulating for the next ten months. Furthermore, the Spring clean up extends only to city property. Many vacant lots, back yards and alleyways serve as unsightly evidence of the city father's indifference. If the owners of non-civic property are not enlightened enough to act without being forced to do so, then the force of a fine should be resorted to.

I could write all day but I suspect that many of the points that I would attempt to make will be expressed in other submissions.

However, I shall list briefly, some of the practices and civic authorities failures which I witnessed and which in my opinion have become major contributors to the litter problem.

1. Civic authorities not insisting that garbage regulations be enforced, i.e. garbage put out for pick up hours and even days ahead of scheduled pick up time. Fair game for animals, seagulls, crows and vandals. Non-acceptable garbage or garbage put out too late to be picked up, allowed to remain by curb for days. Garbage put out in flimsy plastic bags while a 100 km per hour wind is blowing or is forecast for the night hours. Construction or renovation sites allowing garbage and litter to accumulate until the next wind storm helps to solve the contractor's problem.

2. Consumers of take out foods who after parking at some convenient spot, jettison their empty containers out of the car windows when about to drive away.

3. Consumers of soft drinks, milk, fruit juices, etc. very discreetly deposit the empty container onto steps, window ledges and flower boxes as they saunter along. Apparently this, in their eyes, does not constitute littering.

4. Handbills and the like, placed under the windshield wipers of cars, end up as litter. The driver returning to his or her car frequently tosses such material to the ground where it becomes another piece of unsightliness.

5. Trucks and cars who blow tires or whose mufflers fall off, should be required to retrieve these articles for disposal by the drivers of same. Why should the public be required to clean up these items. To drive through yards of shredded rubber or around discarded mufflers is not something that the public deserves.

6. Increasing the deposit on bottles is not going to result in reducing the number being thrown from moving automobiles. Persons throwing beer and pop bottles are not the type who are influenced by increased deposits. Furthermore the recovery of the deposit is dependent on the bottle being unbroken, a condition not always guaranteed when propelled from an automobile travelling at 100 kilometers per hour. Broken bottles are not going to be retrieved by those who earn a few cents gathering returnable bottles.

To conclude, I wish to say, there are examples from which we can learn. When a Mr. Lee became Prime Minister of Singapore in the early 1950's, he vowed that he would clean the litter from the streets. He brought in stringent regulations and stiff penalties for violations of the litter regulations. He was dedicated and determined. He did not wilt in the face of criticism nor spare any violator. No excuses were accepted and absolute liability was and is the rule. Today, Singapore is considered one of the world's cleanest cities and a showcase against urban litter. If it can be done there, perhaps we have some Nova Scotians with similar goals.

I apologize that this submission must be handwritten but I have no readily available typewriter. However, I thank you for reading my statements and hope that I have re-enforced similar opinions that, I feel sure, you have heard from others.

Respectfully

Gordon A. Shewfelt
6 Hershey Road
Dartmouth, N.S.
B2Y 2H5

Dr. H.Soehl
RR 2 Stewiacke, N.S.
BON 2JO
Tel. 673 -2047

RECEIVED
JUN 16 1988

7.6.1988

The Clean N.S.Foundation
P.O.Box 2528, Station M
Halifax, N.S.
B3J 3N5

Following your call for submissions re litter abatement I would like to express some of my thoughts and suggestions.
Although among the minor pollutants of the environment compared to the less visible but more damaging industrial ones or the raw sewage problem in this province, litter nevertheless deserves full attention as an eyesore and an expression of environmental concern. People who litter or tolerate littering are willing to destroy or accept destruction in other dimensions too.
There is no question that littering is an increasing sad sight in urban, rural and even wilderness areas of this province, which is blessed with a beautiful geography.
As in all efforts of problemsolving it is advisable to search for the underlying causes first before addressing cure and prevention. Therefore:"Why do we have that much litter on city streets, in back road ditches, around wilderness camp sites, on land,and in water ?"
Some answers:

1. An increasing output of the "litter producing industries" -packaging, throw away items (razors,lighters,diapers etc.) industries - which encourages through sophisticated advertising the population to a wasteful consumerism behavior with litter being one side effect.
2. Businesses in context with above, which use, promote and thrive on what ends as litter. As examples come to mind food retailers, beverage and fast food industries.
3. The consumer, all of us, who use the overpackaged convenience and throw away products.
4. Municipal,provincial,and federal agencies, which have an environmental mandate and fail because of inaction,complacency,ignorance,or even whitewashing.

As there are many causes litter abatement requires a multi-pronged approach:

1. An environmental clean-up levy/tax/fee should be imposed on the originator of litter, meaning the manufacturer and distributor. The subsequent price increase would be an incentive for the creation and use of more environment - friendly substitutes, if there is a competitive market.

2. It can be assumed that most people litter because of ignorance and a non - caring attitude. Education,sensitization,and deterrence.should be employed as remedy.
Environmental education should be mandatory and stressed in the curriculum at the appriate school level especially to reach the children which grow up in a littering home environment and consider this practice "normal".
Sensitization could be achieved through a massive media campaign which

should be directed specificly to a certain socio-economic group mainly responsible for this problem. Slogans like "Keep N.S.Clean" which is to be seen daily in the Chronicle-Herald appear misdirected and give the false impression of a "clean" Nova Scotia which should be maintained in the present status.
Hard core litterers probably can only be influenced by penalties. Sentencing to community work in the form of clean-up projects promises more success in changing attitudes than the imposition of monetary fines.

3. A drastic change is required in political and public service attitudes.
At the present time an "untidy" attitude is rewarded by the residential tax system while the opposite is penalized according to market value assessment. A "clean-up" and "unsightliness" levy should be imposed, especially since the improvement mainly requires effort and not money.
Programs should be instituted to encourage recycling and the use of bio-degradable materials.
Law enforcement officers should direct their attention to littering, and,as there are parking meter patrols something similar could be implemented to address this problem.
The legal system (judges and prosecutors) should be sensitized to environmental concerns.
If a former minister of environment drinks publicly a glass of water to diffuce accusations of pollution, not only ignorance is demonstrated but the impression is substantiated, that this department acts more against than for the benefit of the environment.
Corporate interest all too often wins over public interest like for example in Truro last year, when well water contaminated with dry cleaning agents was used to keep industries going while the hazards for the public were downplayed and consumption recommended except for pregnant women.

4. Clean-up efforts should be intensified, especially since the presence of litter encourages to add more. In view of the high unemployment/welfare rate in this province the availability of manpower should be no problem. A further benefit would be achieved by employing these resources in a constructive and effective way compared to hand-outs for idleness.

I hope my comments may contribute to your efforts towards a cleaner Nova Scotia, which certainly deserves it. At the same time I am worried that your edeavours might end up in a lengthy report of recommendations which will collect dust like so many others on political alibi shelves without subsequent action being taken. It would be sad to see this task force exercising futility in pre-election time.
If clarification is requested or my participation desired for any future projects in this matter, please contact me.

Sincerely

Dr. H.Soehl
RR 2 Stewiacke, N.S.
BON 2JO

Tel. 673-2047

RECEIVED
JUL 29 1988

25.7.88

Task Force on Litter Abatement
Clean N.S.Foundation
P.O.Box 2528 Station M
Halifax, N.S.
B3J 3N5

Further to my previous submission I would like to add the following:

1. Assessment of litter material re environmental compatibility and recycling suitability.

Litter falls mainly in 4 categories - paper, glass, metal and synthetics. While paper products constitute an eye sore as litter they disintegrate naturally over a short time period. Although therefore rather "friendly" to the environment the recycling of paper should nevertheless be encouraged (subsidized) because of the resource sparing effects - less trees would have to be sacrificed.
Glass is a lasting and "clean" substance. Except the danger of cuts to animals and peopl it poses hardly an environmental threat. It should be the container of choice for fluids. Re-use and recycling should be supported through user-pay and /or producer-pay funding. A refundable deposit ,high enough to warrant return, offers a practical choice. Metals should only be used where glass is not feasible.
Although disintegrating over a longer time recycling should be achieved by above means. Bottling of beer and soft drinks appears to serve only the marketability, convenience and profit interests at the expense of the public and the environment. A ban like in PEI should be pursued together with other provinces.
Synthetic material , which is in the production process already highly damaging to the environment, should be restricted to essential use only. Bio-degradable should be imposed as a substitute even if initial costs are higher. The throw-away use of plastics should be banned - is there a sensible reason for marketing fluids in plastic containers when considering the disposal problem? And special attention should be directed towards styrofoams because of the toxiccity in production,use and disposal.

2. Some general thoughts.

That littering can be kept to a tolerable minimum is examplefied in other countries, where various measures have been implemented: Education, deterrence, encouragement of proper disposal and recycling etc. Even trivial sounding methods like "Clean Town/ Village Contest" with awards and media coverage proved successful and should be considered as part of a litter problem awareness program.
Technological means of clean-up , recycling , and detoxification are already available. And they would make economic sense too, if the costs of ecological damage were taken into account instead of placing them on the shoulders of future generations.
One basic requirement for an improvement of the present situation, where drowning in sewage and suffocating in garbage and air pollutants threatens, is a sense of environmental responsibility, sensibility and good will on the side of "the powers to be " - businessmen and politicians/bureaucrats. This appears to be lacking. "Most politicians come from two areas whose practioners have the poorest comprehension of scientific and technological issues: Business and law." says David Suzuki. "Working together with business to solve

problems" may be the rational for having representatives of the beer, soft drink, and fast food industry, litter causing culprits, on your board of directors. And I hope that the suspicion, of their function being the payment of lip service and the prevention of substantial steps, will be proven wrong by the outcome of your endeavours.
Finally I would like to remark that acts and regulations hardly achieve the intended goal if they are administered like the existing N.S. Beverage Containers Act which lends authority for environmentally sound restrictions but was applied as rubberstamping approval of litter causing practices.

Sincerely

From: Rev.Rodney Stokoe. B.D.. 403 Prince Street.Truro.N.S. B2N 1E6
Date: July 5th. 1988
To: The Clean Nova Scotia Foundation. Box 2528.Station M. Hfx.NS B3J 3N5

JUL 5 1988

Written submission to the Minister's Task Force on Litter Abatement

---

My perception of the situation locally is that a sufficient number of persons in our community jetison litter while walking or from their cars to cause a significant fouling of our streets. car parks. and public recreation spaces. Most of the litter consists of containers & bags from fast-food outlets. liquor stores. and shops selling candies. ice-cream. and soft drinks. Plastic shopping bags are also discarded and. though this is less frequently done, in the abovementioned places. the amount going to landfill sites and other dumps must be very large indeed.

I believe that young people (under 20's) are mainly responsible for the general littering: and their elders (including myself) for sending plastic bags out through garbage disposal channels. I believe that we are all responsible for a solution but -
a. very few peole see. know. or concern themselves with. what goes into our garbage dumps. and the effects thereof: and therefore -
b. insufficient political pressure is put on our municipal authorities to tackle the problem which. in turn. few if any of them are willing to propose cost-incurring remedies.

To rectify the foregoing situation (which I know is but one part of a much wider waste-disposal problem) I suggest the following:-

1. All the measures already known to the Task Force. too numerous to repeat here. PLUS the following:-

pressure on municipalities to increase the number of **regularly emptied** public garbage bins strategically located and placarded:

enforcement of penalties for littering. especially for breaking bottles &/or jettisoning offensive materials:

publicity. favourable and unfavourable. **regularly** in local newspapers recarding the condition of the various neighbourhoods and citizen efforts to keep them clean.

2. A **two-pronged** educational campaign. directed towards children of all school grades and in higher education, **P L U S** parents. However "old-fashioned" it may seem. I do not think it can be denied that chronic untidiness in the home is a basis of uncaring untidiness outside the home. Perhaps pairs of photographs. one showing Johnnie's(Janie's) chaotic bedroom or Dad's(Mom's) basement jungle. alongside a photograph of an outdoor littred spot. with the caption "Do you see any connection?" might get a message through. Children **can** be blamed. but not so severely. if their elders set them such bad examples.

3. Prizes. or other incentives. might be awarded for cleanest communities. tidiest schools. publishable essays on litter problems and suggestions for remedies.

4. The **urgent necessity** of replacing all kinds of non-degradable packaging with bio-degradable containers must be more strongly publicised and urged, with encouragement to ACT and ADVERTISE concerning this issue as a public service.

Rodney Stokoe

RECEIVED
JUN 15 1988

Submission June 14, 1988

Litter Abatement

What does this mean?
Slowing the movement or production of kittens?
Decreasing the construction rate of stretchers?

Simple language
is all we need
and simple punishment for garbage chuckers...

We hire people
subsidized by fines
to clean up Nova Scotia...

All we have to do
is enforce the law
with on-the-spot sentencing

2 hours of supervised clean-up work
for a first offence....4 hours for a second....
Then we have integrated
the punishment
with the solution.

-Phil Thompson
6345 York
Halifax N.S.
B3H 2K6

R.R. #1 St. Andrews
Antigonish, N.S.
BOH 1XO

The Clean N.S. Foundation

Dear Sir/Madam:

First off I would like to request a discussion/issue paper. I would like also to tell you that I am interested in setting up an exchange that would buy beer, pop bottles and cans. Cans are recyclable, and with the amount on our highways etc. there should be a place for public to cash them in. During a trip to British Columbia I noted that 300 and 500 ml pop bottles are recyclable. Why are they there and not in our province. I feel if aluminum cans and these certain pop bottles could be cashed in it would cut down a lot of litter. Newspapers can also be recycled somewhere in Debert, Nova Scotia.

I remain yours

Brian Van De Wiel

If I was a tourist from another state or province , I wouldn't want to shop there. I'm sure there are enough people around that are unemployed who would be glad to have a job cleaning up the malls.

People should not be allowed to empty their ashtrays on the street or in the parking lots.

When garbage is being hauled to the landfill site or to the incinerator, it should be covered. I have seen many times garbage blowing out of the back of trucks and just being left on the road. Many times the driver is unaware that anything has blown out.

I don't think the city of Sydney or the county of Cape Breton takes enough pride in the way our island looks. I almost always see a cardboard box on Welton Steeet. Why isn't someone sent to pick this up? On one occasion I saw a sheet of panelling on the street. This would never happen in Halifax. Once a year the grant workers are sent out on the roads and highways to pick up the litter. And the next day it is back. This cleaning should be an ongoing thing. And if the litterbugs were fined maybe it would be cut down on the dirt.

AUG 17 1988

R.R. 1, Gardiner Mines
Nova Scotia, B1H 4K2
August 3, 1988

Task Force on Litter
Box 2528, Station M
Halifax, N.S. B3J 3K5

Dear Sir or Madam ,

I am very glad that you have decided to have a task force on litter. It has been one of my greatest concerns for a long time. I have a few suggestions that you might take into consideration.

First of all, why not start in the grammar schools with an education policy or campaign to teach the children at an early age that it is wrong to throw paper and bottles on the ground. Many parents teach their children this anyway, but a lot of them do not and so children who litter grow up to be adults who litter.

Also , people who have small and large businesses should be responsible for keeping their properties clean. As an example , Maritime Tel and Tel, has one of the dirtiest properties on Pitt Street. Winter and summer you can almost always find mounds of litter in front of the building on Pitt Street. And their property on Welton Street is not very pretty either.

The shopping mall on Prince Street is a disgrace, especially on the weekend.

Non-returnable bottles should be banned.

There should be some way to control take-out service from fast-food restaurants. I realize this is a very tough problem.

Police are not doing their part in cracking down on litterbugs and fining them. There should be no warnings given. Police should be hired specifically for this purpose. I'm sure the revenue that is realized from the fines could cover the cost of the hiring. As a matter of fact , around here a fortune could be made.

I hope that you find some of my suggestions worth thinking about. I would really like to see something started in the schools.

I would like to receive any copies of discussions or the meetings that took place. I am sorry to say that I was not able to attend the meeting that was in Sydney on the 25th.

Thank you for your time.

Yours truly,

Carmella Veres

RR 1 Chester Basin, N.S.
B0J 1K0
June 29, 1988

The Clean Nova Scotia Foundation
P.O. Box 2523 Station 'M'
Halifax, N.S. B3J 3N5

Gentlemen:

Good luck to you. You are going to need it! The Government of Nova Scotia might endorse you and give you their blessing, but the individual members couldn't give a damn.
I have been writing to a lot of people for a lot of years in an attempt to point out local disasters. I might as well have saved my time and the postage. I have more or less given up on the larger picture. I guess that we are just basically dirty and I doubt that you or I are going to make much difference.

I do a lot of jogging and cycling and I get to see more roadside garbage than the average motorist who is whizzing by at 100 Kph.

Last summer I wrote to Maxine Cochran after cycling from Lunenburg to the Lahave Ferry. I was absolutely ashamed of the garbage along the road and ditches. Mrs. Cochran is the MLA for the area. This is her territory. These are her people. She did nothing other than to acknowledge my letter. The garbage is still there waiting for her...along with last winter's accumulation. It looks real good along the Lighthouse Route, but madam Cochran couldn't care less.

I wrote to Gerry Lawrence about Queensland Beach several times. He did less than nothing. He didn't even acknowledge my comments. The beach gets filthier as each season passes.

I wrote to Highways about a stretch of road between Chester and Mahone Mahone Bay. It is like running through a sanitary landfill, and yet it continues to be a part of the 'beautiful' Lighthouse Route.

Just last week I waded through cans, bottles and papers while cycling from Lunenburg to Mahone Bay. Absolutely unbelievable! This is just one more example of Mrs. C's people poluting the countryside with their litter. I won't be writing to the lady any more. I have given up on her. I imagine that she will be pleased.

I could go on forever, but I am sure that you get the point. The Government is courting the tourists, but frankly I would prefer to have them avoid this area rather than find out what a filthy bunch we are.

The approach to Halifax via the Bay Road is where the visitor gets his first impressionable look at the City. For as long as I can remember the sides of the road are totally littered. I am talking the whole area, but especially the stretch around and opposite Keddy's Motel. I guess that they will get away with it forever. I have tried the City and Gerry Lawrence but to no avail. The apartment building owners just seem to sweep their trash down the embankments and onto the road and leave it there.

The Highways people are out along the main roads doing a great job. I thrill at the sight of the big plastic pink garbage bags. What fills my heart with fear is the fact that this one major effort is supposed to last us a full twelve months, no matter how bad the roads and ditches get in between clean-ups. What about the vehicle mufflers and tail pipes? What about the piles of rubber left when the caps tear off the big truck retreads? What about the cans and bottles left by the summer travellers? Once a year is not enough. It should be done as often as is necessary.

Again I say to you GOOD LUCK. I am with you all the way. I hope that you are more successful at this than I have been!

Yours very truly,

Jack B.G. Waite

P.O. Box 128
Louisburg, N.S. BOA 1MO

July 10, 1988

The Minister's Task Force on Litter Abatement
P.O. Box 2528
Station M
Halifax, N.S. B3J 3N5

Dear Sir/Madam:

I am very concerned with the appearance of our province. I, as well as tourists, visitors, and inhabitants, love it for its natural, unspoiled beauty. However, the litter strewn along the side of the highways takes away from its attractiveness.

I propose two things in order to deal with this problem. One is to disallow the sale of non-refillable containers for pop, alcohol, etc. I lived in Alberta for two years as a student. It is a very clean province. People don't throw these bottles out the car window because everything is returnable; glass and plastic pop, beer, liquor, and wine bottles, beer and pop cans; all of any size. There should be a depot in Nova Scotia where bottles and cans can be taken. From there, they can be shipped out for processing. Or, better still, start up a processing place in Nova Scotia to create employment for people.

My second suggestion is to place refuse containers along the highway. In Manitoba there are "Orbits" every so often along their highways. These are large circular containers that resemble eyeballs, a highway sign will read "Orbit 15 seconds". If you are doing the speed limit and count 15 seconds, you'll come to an orbit. It is a place to pull off the highway, and a large container. In Nova Scotia, I would recommend a container resembling a lobster in some way - shape, colour, or design, since lobsters are scavengers.

Both methods cost money, but I feel it is a small price to pay for a clean province. As it stands now, people are hired to walk along the ditches to pick garbage each Spring. I'd like to know how many bottles and cans go into those "pink" bags. As far as garbage containers go along the highways, I would much rather get rid of my Mcdonalds garbage before I get home than to drag it into the house with me.

I know I haven't offered any suggestions as to what to do with the enormous amount of garbage that is collected, but I do hope that you take my suggestions into consideration.

Sincerely

Heather Wheeliker

R.R. #3
Bridgetown, N.S.
BOJ 1CO

The Minister's Task Force on
Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Station M
Halifax, N.S. B3J 3N5

INTRODUCTION

I welcome this effort by the government and the Clean Nova Scotia Foundation. Most days, in the course of getting to and from the schools where I work, I pass by, in excess of 200 km of Nova Scotia roadsides. On many of these occasions the unsightliness of some human "contribution" amidst the splendour of N.S. countryside has prompted thought and reflection which until now I have not attempted to collect or express in any detailed or organized way. I welcome this opportunity to do so. Litter and the "littering attitude" that underlies it is a substantial problem and a major effort at a provincial government level is long overdue.

MOTIVATION
Carrots and Sticks

I believe that the emphasis needs to be on the positive aspects of a litter free environment and on effective publicity in that direction. However we also need more effective and more fair deterrents.

Littering or not littering is taught and modeled most effectively in the family. In working with elementary school age children I have often been struck by this basic dichotomy in attitude and tendency, which can only be accounted for by differences at home. I well and fondly remember my father's inculcation for nature combined with "Thou shalt not litter" both by example and by words; I suspect the two were usually combined.

We need to motivate and to some extent deter families not just individuals.

I picture a TV commercial which goes something like this:

Commercial:

- Father and son walking or driving along

- Father thoughtlessly discards item of litter

- Son "Did you forget something Dad?"

- Father "Sorry son, you're right of course. Old habits are sometimes hard to break."

Also the parent reminding the child!

Another visual promotion idea might be along the lines of the recent - Milk - yeah - Milk - commercials featuring role models from the world of sports and entertainment - Litter - No Litter.

The Stick

The current $50 fine appears to have little impact as a deterrent. It seems to me that any fixed fine is inherently unfair. I suggest a payment of time, community service - i.e. cleaning road sides, parks, beaches etc. a much more fair and effective consequence. In the case of under age offenders, I suggest that a parent be obliged to accompany the offender to reinforce the parental role in education and enforcement.

Perhaps a litter stopper programme akin to the crime stopper programme might be effective.

Further it would be helpful if all that likely to become litter packaging could be appropriately and clearly labeled with a penalty warning - like the cancer warning on tobacco packaging.

I also feel the law should distinguish significantly between unsightly litter and dangerous litter - i.e. breaking glass, hurling objects from moving vehicles, etc.

RETURNABLE CONTAINERS

Certainly an immediate part of the solution is a "Bottle Bill". Beverages should not be sold in non-refundable containers and the amount of the refund should be substantial enough to make the consumer think twice before discarding. I think 25 cents per container would be adequate but not excessive. Even at the dollar/dozen level I still see a lot of beer cans and bottles on road sides.

RECYCLING

Of course, beverage containers are only one kind of package that needs to be recycled.
In the Netherlands, for example, I understand there are collection sites (bins for paper, plastic, metal etc.) and garbage trucks only collect trash in authorized stamped garbage bags which are heavily taxed.

The alternative of private dump sites needs to be eliminated through a programme of cleaning up existing ones and real penalties for the creation of new ones.

VEHICULAR LITTER

Derelict vehicles and parts thereof continue to plague Nova Scotia in spite of occasional clean up

campaigns. A more comprehensive solution is needed. One approach might be to require vehicle owners to maintain both licenses and insurance for each vehicle. This obligation would continue until the vehicle were sold to a licensed salvage yard which would visually remove and contain cars. Consideration would also need to be given for individuals to discontinue licensing if they could warehouse the vehicle themselves.

CONCLUSION

In addition to litter abatement measures I think it is important to organize a community based but province wide campaign to have a major clean up. The presence of litter seems to invite more litter. As does the rough unkempt road side condition of most of our highways.

If the Department of Highways could be convinced to get the roadside ditches and green areas in machine mowable condition instead of groups of men with chain saws, whipper snippers and trash pickers or the road side spraying programme and the controversy that surrounds it, road side maintenance could be achieved with a person driving a large mower. I suspect the overall cost would be comparable to the present situation but the net effect would be a parklike road system instead of the present alders, rocks, chip bags and pop cans.

I apologize for the handwritten form of this submission. If I can be of any further assistance to your efforts, please do not hesitate in contacting me.

Peter Zavitz
R.R. #3
Bridgetown, Nova Scotia
BOJ 1CO

Written Submissions

CORPORATIONS

Big 8 Beverages Ltd.
Preston Andrews, garbage collection contractor, Digby
Quik-Pik Convenience Stores

BIG 8
Beverages Limited
120 North Foord Street,
Stellarton, N.S. B0K 1S0
902-755-6333

RECEIVED
AUG - 8 1988

July 15, 1988

The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Stn. "A"
Halifax, Nova Scotia
B3J 3N5

Dear Sirs;

We recognize that the soft drink industry has been responsible for a small part of road side litter, as bottles, being very visible, stand out over other litters. Fast food chains and various other take-out food outlets contribute to litter, as well as the uncourteous car or truck driver, and convenience stores which sell all sorts of packaging that is left to litter.

We, as a bottler, do not want to see a ban on non-returnable bottles, or forced deposits. We would like to see, instead, refuse containers which could be serviced weekly along the highway. We would like to see the existing litter legislation enforced - to the letter - with higher fines for first offence. We would like to see some sort of voluntary contribution from the soft drink bottlers, dairies, fast food chains, potato chip manufacturers, etc. All these monies could be controlled by The Clean Nova Scotia Foundation for public education, litter clean-up's, etc.

We believe a campaign to make littering socially unacceptable may be the first step in public education.

The Provinces of Nova Scotia and New Brunswick should try to work together on similar legislation, as some bottlers trans-ship and sell their products in both Provinces.

Yours very truly,

FRANK H. ZWICKER
General Manager
Big 8 Beverages

FHZ:ll

ref: litter.fhz

A REPORT ON THE FEASIBILITY OF ESTABLISHING A REFUSE RECYCLING PROGRAM IN THE MUNICIPALITY OF DIGBY

PRESENTED BY:

PRESTON ANDREWS

PRESENTED TO:

THE MUNICIPALITY OF DIGBY COUNCIL

MONDAY, MAY 30

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EXECUTIVE SUMMARY

This report presents an overview of the potential for establishing a program to recycle garbage produced in the Municipality of Digby.

Mr. Preston Andrews, Municipal Garbage collection contractor, is of the opinion that garbage recycling could be carried out as part of a small scale privately run operation.

One factor which is essential to the success of a recycling operation is public co-operation.

It has been shown in other provinces of Canada, primarily Ontario and to a lesser extent in Alberta, that a strong commitment from the provincial level of government is necessary to create the public co-operation required to make small scale operations viable.

Provincial support normally takes the form of public relations campaigns designed to educate members of the general public to place their garbage in seperate bundles. Recyclable items such as glass, aluminum cans and paper products must be placed in containers seperate from organic waste.

This report presents a request that the Municipality of Digby Council request the Provincial Government to establish a provincial program aimed at promoting recycling and further that they consider Digby County as a location for a pilot project to test the feasibility of recycling operations in rural areas.

Mr. Andrews may request at some future date that consideration be given to establishing municipal bylaws which would require residents of the Municipality to participate in such programs. The need for municipal legislation would depend on the successof the public education campaign.

This report draws heavily on one produced by the Municipality of Kings in December, 1987. Additional information was provided by the Clean Nova Scotia Foundation and the Nova Scotia Department of the Environment.

RECYCLING PROGRAMS IN CANADA

Recycling programs in Canada were recently investigated by the Municipality of Kings as part of their ongoing effort to reduce costs associated with maintaining landfill sites. A report by the Municipality's department of public works was submitted in December of 1987.

The report indicates that the Province of Ontario recently committed $40 million over a five-year period to the municipal units of the province in an attempt to encourage recycling. In addition, a government sponsored Recycling Association provides in-depth educational and promotional kits to municipal governments, schools and other agencies.

Many Ontario communities are currently engaged in recycling programs and most , if not all of these , were initiated with substantial subsidies from the provincial government. Government programs encourage home owners to put newspapers, bottles, and cans, in bags apart from their regular garbage.

Participation rates gnerally range anywhere from 50 to 70 per cent. However, this level of participation follows several years of public education. In some cases, municipal bylaws require residents to participate.

A report prepared by the Environment Council of Alberta in 1987 indicates that provincial government support for recycling programs is in its formative stages. As a first step, the Environment Council undertook a province wide tour to discuss the issue with the general public. A policy statement is currently under review.

New Brunswick does not have a specific recycling policy. Fredericton Recycling Inc. established a program in conjunction with the City of Fredericton to conduct a public relations campaign but the program was apparently shortlived.

Prince Edward Island, also lacks recycling legislation at the provincial level. A private operation based in Charlottetown was short lived.

There are a number of organizations involved in recycling in Nova Scotia. A company based in the Halifax/Dartmouth area known as Scotia Recycling, is involved in the collection of corrugated and paper products and act as a broker for these products in the Atlantic region. This company is the main market for small scale collection operations interested in recycling. Other private operations in Nova Scotia purchase glass which is cleaned and shipped to glass manufacturers in New Brunswick.

The Nova Scotia Environment Minister has recently established a seven-member fact finding task force to examine recycling as a means to reduce littering.

The Clean Nova Scotia Foundation is a provincially supported, non profit volunteer orgsnization which is currently building a data base on recycling programs.

POTENTIAL FOR RECYCLING IN DIGBY COUNTY

WASTE GENERATION

Studies compiled by consulting engineers employed by the Municipality of Kings found the following basic composition of refuse.

COMPONENT		PER CENT
Paper		46
Newsprint	8	
Corrugated	20	
Mixed	18	
Organic		24
Food	16	
Garden/other	8	
Glass		8
Ferrous Metals		6
Non-Ferrous Metals		1
Wood		3
Textiles		3
Miscellaneous		9
Total		100

Figures provided by the Provincial Department of Environment indicate that on average, populated areas generate refuse at the rate of one kilogram per capita per day.

As the Municipality of Digby has a population of approximately 10,000, the total amount of refuse produced in the Municipality each year is estimated at 3,650 tonnes.

As indicated in the previous section of this report, municipal recycling programs which have the support of extensive provincial programs still obtain only 50 per cent co-operation of the population in seperating their garbage.

The following table presents the potential amounts available for recycling in the Municipality of Digby.

REFUSE GENERATED IN MUNICIPALITY OF DIGBY

COMPONENT	100%	50 %
Paper	1,679	840
Newsprint	292	146
Corrugated	730	365
Mixed	657	329
Organic	876	438
Food	584	292
Garden/other	292	146
Glass	292	146
Ferrous Metals	219	110
Non-Ferrous Metals	37	18
Wood	110	55
Textiles	110	55
Miscellaneous	329	165
TOTAL	3,650	1,825

POTENTIAL REVENUE

Revenue figures for a Municipality of Digby based recycling operation are based on prices indicated by purchasers of recyclable material. The figures below represent average annual production projections in the Municipality.

Newsprint-- 146 tonnes at $45/tonne	$6,570
Corrugated Paper-- 365 tonnes at $80/Tonne	$29,200
Glass-- 146 tonnes at $60/tonne	$ 8,760
Total Estimated Annual Revenue	$44,530

Operational and Capital Costs are still under investigation. Mr. Andrews has access to a paper compactor and he is currently conducting test runs to determine the costs of operation of the machine.

Preliminary calculations conducted by Mr. Andrews indicate that the above noted revenue may be sufficient to justify the operation.

REQUEST FOR ACTION BY THE MUNICIPALITY OF DIGBY COUNCIL

Mr. Andrews makes the following requests of the Municipality of Digby Council.

1. That the Council correspond with Premier John Buchanan of its desire to see the province establish a comprehensive program aimed at educating the public of the need for public participation in recycling programs.

2. That the Council request that the Municipality of Digby be considered a location for a pilot project for a small scale rural recycling program.

QUIK PIK

QUIK-PIK CONVENIENCE STORES

P.O. BOX 611, NEW GLASGOW, NOVA SCOTIA B2H 5E7
HEAD OFFICE 902-752-1414

July 27, 1988

WRITTEN SUBMISSION TO THE COMMISSION ON LITTERING:

The problems with litter as I see it stem from attitudes. The general public do not care what their countryside or town sidewalks look like. They see everyone else doing it so they are of the mentality: "If they can do it than why can't I." There is no fear of being caught or punished. There is no enforcement of litter laws in our area. I have never heard of anyone being charged with littering. The public is used to having others clean up after them.

Much of the litter comes from cars. People prefer to keep their auto clean and just toss what ever it is they are discarding.

The towns provide garbage cans and containers on their main streets and public areas but many times they are full and overflowing.

I do not see the tightening up of returnable container laws as a solution. It would only cause further hardship on retailers. Handling returnable containers presently creates a burden for stores. The containers are dirty and require storage space. There is no renumeration for handling. Stores usually refund the same dollar amount as was charged when it was sold. (For example a .15 cent deposit is charged at most stores for a small pop bottle, the .15 cents is returned when the bottle is brought back.)

When I was growing up I was subjected to anti-litter campaigns in school and in the media. We didn't dare litter with the fear of being caught.

SOLUTIONS:

1.) Look at P.E.I.! How do they have and maintain such a beautiful and clean countryside? What kinds of attitudes do their residents have? What kind of campaigns have they been subject to? What campaigns are on going? Do they enforce litter laws and does it help?

2.) Work with the children in the schools. Teach them a sense of pride in their community. Teach them respect for other peoples property. Teach them that many of today's attitudes are wrong. They can have a great influence on their parents and siblings.

QUIK-PIK CONVENIENCE STORES
P.O. BOX 611, NEW GLASGOW, NOVA SCOTIA B2H 5E7
HEAD OFFICE 902-752-1414

3.) Work at changing attitudes with media campaigns.

4.) Have government supply garbage containers for cars (involve service stations). Suggest to auto manufactures that they look at mini trash compactors for passenger vehicles.

5.) Enforce the present laws then make stronger ones if the present laws are not working once enforced. I believe the revenue from litter fines would more than pay for increased patrols necessary for enforcement. I have great pride in my community and province and it bothers me that littering goes on unrestricted and unpunished.

Brian Barkhouse

Chief Operating Officer

Written Submissions

ASSOCIATIONS

The Associations of Canadian Wine Representatives in Nova Scotia
Brewers Association of Canada, Maritime Division
The Canadian Federation of Independent Grocers
Canadian Potato Chip/Snack Food Association
Canadian Tobacco Manufacturers' Council
Nova Scotia Fluid Milk Processors Association
Nova Scotia Forestry Association
Spring Garden Road Business Improvement District Commission
Tourism Industry Association of Nova Scotia

Workshop Council of Nova Scotia
Born Again Recycling Co-op, Dalhousie University
School for Resource and Environmental Studies, Dalhousie University
Port Morien Wildlife Association
The Tusket River Environmental Protection Association

Nova Scotia School Boards Association
The Union of Nova Scotia Municipalities

The Association of Canadian Wine Representatives in Nova Scotia

RECEIVED
JUL 5 1988

June 28, 1988

Mr. Mike LeBlanc,
Task Force on Litter Abatement,
Clean Nova Scotia Foundation,
P.O. Box 2528,
Halifax N.S.
B3J 2N5

Dear Mr. LeBlanc:

Our Association supports any plan which reduces litter in the Province with the following provisos:

1. The cost should not be excessive. We feel the large expenditures should be made in the areas of air and and water pollution.
2. We oppose burning of litter, which adds to air and water pollution, and feel that a major thrust of Clean Nova Scotia should be to manufacturers of plastic containers and users of these containers to change to biodegradable and thus enviromentally acceptable packaging.
3. Glass bottles do not pollute air or water. To the best of our knowlege, no Canadian wineries use anything but new bottles- for sanitary reasons.

   We do not feel that Government should become involved in bottle collection- and that private firms arrange the pick up and delivery to the glass manufacturers, who will crush them and use in the manufacture of new glass.

Yours truly,

J.A. Rands (Mrs.)
President

Brewers Association of Canada

The National Association of the Brewing Industry

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July 28, 1988

Mr. Mike Leblanc
The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P. O. Box 2528, Station "M"
HALIFAX, Nova Scotia
B3J 3N5

Dear Mr. Leblanc,

Members of the Brewers Association of Canada - Maritime Division selling beer in Nova Scotia are pleased to forward the attached submission to the Minister's Task Force on Litter Abatement.

While no recycling system is perfect, the brewing industry is very proud of the success of its voluntary deposit driven system for containers and its other internal recycling practices that are environmentally responsible, all of which have been in place for a number of years.

The attached submission describes the different aspects of brewing industry recycling in Nova Scotia, the reasons why members believe it to be so successful, and includes recommendations for further improvements for this and like industries.

Should you have any questions, or we can provide additional information, do not hesitate to contact us.

Yours truly,

Margo Sparrow
Chairman
Brewers Association of Canada
- Maritime Division

Heritage Place, 1200-155 Queen Street, Ottawa, Canada K1P 6L1
(613) 232-9601 FACS (613) 232-2283 Telex 053-4370

SUBMISSION TO

THE MINISTER'S TASK FORCE ON LITTER ABATEMENT

FROM

BREWERS ASSOCIATION OF CANADA
MARITIME DIVISION

JULY, 1988

INTRODUCTION

The Brewers Association of Canada - Maritime Division is pleased to make this submission to the Minister's Task Force on Litter Abatement. The member companies of the Brewers Association of Canada - Maritime Division selling beer in Nova Scotia are:

Oland Breweries Limited
Moosehead Breweries Limited
Highland Breweries Limited
Carling O'Keefe Breweries of Canada Limited
Molson Newfoundland Brewery Limited

PURPOSE OF THE SUBMISSION

The two issues of concern to the Task Force, waste management and recycling, are matters with which the industry has long been acquainted. The purpose of this submission is, first, to review how the brewing industry has addressed these issues on a voluntary basis over a number of years and second to present recommendations for further improvements insofar as beverage industries in Nova Scotia are concerned.

INDUSTRY OVERVIEW

Brewing and marketing of beer makes a substantial contribution to Nova Scotia's economy. The Nova Scotia industry is uniquely domestic and labour intensive, directly employing 404 persons. In addition, 1,486 Nova Scotians are employed in related jobs, which include suppliers of goods such as glass and cartons, suppliers of services,

waiters, bartenders, truck drivers, bottle dealers, Liquor Commission employees, and so on. As well, 1,890 indirect jobs are generated by a brewing presence for a total job contribution of one per cent of the province's labour force in 1987.

In 1987 Nova Scotia brewers purchased $10 million worth of materials, supplies and services, much of which were bought in the Maritimes.

The industry is an important taxpayer. The brewing and sale of beer generated $72.5 million for the Nova Scotia government. More than 80 per cent of the revenues came from provincial liquor commission profits and sales taxes on beer, while the remainder represented various taxes paid to the province by the employees and companies involved.

In 1987, the total impact to the Nova Scotia economy from the production, distribution and sale of beer amounted to $236.8 million, representing 1.8 per cent of Nova Scotia's Gross Provincial Product.

BEER DISTRIBUTION AND RECYCLING SYSTEM

The industry's only customer for beer is the Nova Scotia Liquor Commission, with the exception of ships' stores and beer for export. Beer is sold to the consumer for off-premise consumption through Commission stores and designated brewery owned retail stores, which are considered agency outlets of the Commission; licensed outlets sell beer purchased from the Commission for on-premises consumption.

Nova Scotia brewers make shipments of packaged beer direct to Commission stores; out-of-province brewers usually ship to the government-owned warehouse. Brewers deliver draught beer directly to licensees.

Containers used by the industry include 341-ml glass returnable, refillable bottles, aluminum cans and refillable draught kegs. Returnable containers represent over 91 per cent of total domestic beer sales in Nova Scotia. Imported beers are typically sold in non-returnable containers.

All glass containers used by the Maritime industry are returnable and reusable; a deposit of $1.00 per case of 12 is charged consumers at the time of purchase. Consumers may return bottles for full deposit at Liquor Commission stores or at bottle dealers. Brewers purchase bottles back from dealers for reuse at a price of $1.00 per dozen plus handling fees. The return rate is 80 to 90 per cent, which allows the same bottle to be reused about four times per year for an average of between 15 and 25

cycles. After its usefulness as a beer container has passed, breweries frequently sell the bottles to glass companies for cullet to be used in the manufacture of new containers.

No return system is currently in place for beer cans. However, technological improvements in recent years have eliminated earlier environmental concerns about pull-off tabs. Currently all can lids are configured in such a way that tabs do not separate from the can on opening.

The kegs used for delivery of draught beer are returnable and reusable. Although no deposits are paid by licensees, empty kegs are returned to breweries on delivery of filled containers.

Following is a recent history of share of beer sales of by type of container in Nova Scotia:

Year	Returnable Bottles	Cans	Kegs
1983	81.9%	4.8%	13.3%
1984	83.3	4.7	12.0
1985	83.7	5.8	10.5
1986	83.2	5.8	11.0
1987	81.2	8.4	10.4

The bottle return system also minimizes potential for litter of cartons since most bottles are ultimately returned to breweries in the cartons in which they were initially sold. The cartons are compressed, baled and sold to paper manufacturers for reuse in the manufacture of other paper products.

Other areas where the industry is involved in recycling include disposal of brewery by-products. Spent grains and waste yeast, for example, are purchased by farmers for animal feed. Other uses are found for carbon dioxide. The industry's energy efficient technology has also enabled brewers to recycle processed water and cleaning compounds. Heat reclamation is also a common practice.

BENEFITS OF THE RECYCLING SYSTEM

The brewing industry in Nova Scotia is very proud of its long standing recycling practices and the minimization of container litter is viewed as being successful because:

(a) there is consumer motivation through the deposit system and, to a lesser extent, an appreciation that recycled bottles minimize increases in producer packaging costs;

(b) there is producer motivation through reduced new-container costs;

(c) a convenient and efficient private sector structure exists for consumers to participate in the recycling process.

RECOMMENDATIONS FOR IMPROVEMENT

Our private sector deposit driven system, with participation from the Nova Scotia Liquor Commission, is one of a number in operation in North America. However, the high bottle return rates suggest that this type of program affords the best opportunities for minimization of container litter in Nova Scotia.

The one area where recycling improvements can be made in the brewing and other beverage industries is in the aluminum can beverage market. To encourage returns, a private sector deposit system on cans could be introduced in Nova Scotia as it has in numerous other jurisdictions across Canada. Deposits of $.05 per can are paid in Quebec, Ontario, Alberta and British Columbia. In Ontario, where cans are returned through the Brewers Retail system, the industry experiences an annual return rate of 76.5 per cent.

Nova Scotia may be a market particularly well suited to an aluminum can recycling program since an infrastructure already exists. Specifically, Nova Scotia's bottle dealers, a number of whom are already in the scrap metal business, could be used as

depots for returning aluminum beverage cans. With the introduction of a deposit, consumers would be encouraged to return cans. Since the dealers are already acting as depots for beer bottles, the public is well acquainted with the system.

The brewing industry supports the concept of a voluntary can deposit system in Nova Scotia and is willing to participate with other beverage industries provided that a satisfactory monitoring, audit and disposal structure could be developed cooperatively between the involved industries and bottle dealers.

There is not, however, consensus among the industry on how the price structure of canned beer should be dealt with on introduction of deposit. Consequently, this issue would need to be resolved between companies prior to implementation of a deposit system.

CFIG · The Canadian Federation of Independent Grocers
FCEI · La Fédération Canadienne des Epiciers Indépendants

July 18, 1988

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OFFICERS AND DIRECTORS
1987-1988

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Selkirk, MB 204-482-8147

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Pembroke IGA
Pembroke, ON 613-735-4138

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JOHN DONALDSON
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Stratford, ON 519-271-9090

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IAN MACDONALD
Maple Leaf Mills Limited
Toronto, ON 416-820-4423

RON TREMBLAY
Hershey Canada Inc.
Toronto, ON 416-245-2221

Mr. M. LeBlanc
The Clean Nova Scotia
Foundation
P.O. Box 2528
Station M
Halifax, Nova Scotia
B3J 3N5

Dear Mike:

Further to your letter addressed to the Chairman of our Nova Scotia Provincial Committee Desi Belliveau, I have been asked to present to you the views of our organization.

Over the past several years we have actively cooperated with the Provincial Governments in British Columbia, Alberta, Saskatchewan, and Ontario in helping them formulate appropriate litter control programs which are practical from a food industry/retailer standpoint as well as productive from an environmental control position.

Each of these provinces has adopted different policies which certainly gives the benefit of hindsight in reviewing the situation for Nova Scotia and coming up with appropriate recommendation.

The emphasis today appears to be very clearly focused on two important principals.

1. HOUSEHOLDER SEPARATION

This requires the public to basically separate their garbage into two streams. The first will contain normal household waste which has no recycling value and so it will continue to go into land fill garbage dumps. All recyclable materials including glass, metal, paper will be placed in a separate container for pick up by specially designed refuse vehicles.

2. RECYCLING

It is most important that from the outset, a program involving householder separation require all recyclable materials to be separated so that the financial recovery from the recyclable items be optimized. Aluminum appears to be one of the highest values in recyclable materials

and so it is most important that pop cans be part of a householder source separation recycling program.

To make a program of this nature economically feasible, it requires a high volume of recyclable materials and conveniently located reprocessing plants. Consequently, it may well be more difficult to operate a curb side recycling program outside of the major metropolitan Halifax/Dartmouth area.

In the more rural communities, separated materials may well have to be gathered together and stored at community dumps until the quantity of material makes it economically viable for collection vehicles to pick up the various recyclable materials.

I do hope that these thoughts will be useful in helping Nova Scotia formulate appropriate Litter Abatement policies. If we can be of any further assistance, do please get in touch with Mr. Belliveau or myself as we will be delighted to help in any way we can.

Yours very truly

A.G. (Tony) Wilsahw
President

cc: Desi Belliveau

Canadian Potato Chip/Snack Food Association

Association Canadienne des Fabricants de Chips/Grignotines

September 15, 1988

SEP 21 1988

Mr. Mike LeBlanc
Task Force on Litter Abatement
THE CLEAN NOVA SCOTIA FOUNDATION
P.O. Box 2528
Station M
HALIFAX, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc:

Sometime ago, you wrote this office regarding the Association's views on the recycling issues in the Province of Nova Scotia.

The Association is very much aware of the concerns expressed by your Task Force and have formed a Technical Committee to deal with issues expressed on environmental protection. The Committee is presently assessing the concerns of Canadians with respect to litter abatement and collection and what you might head up as our 3-R Program, Recycle - Reuse and Reduce. It is also the Committee's intention to solicit our membership to activate a program where a slogan such as "Please Don't Litter" would be printed on all packaging. The Committee has also been in contact with Mobil Chemical Canada, Ltd. and Hercules Canada Inc., the major producers of packaging film to our Industry, who are presently reviewing and studying the issue.

Most of our Canadian Potato Chip/Snack Food Association members are members of The Canadian Packaging Association and will be co-operating with that Association to assess the environmental situation.

We hope the above confirms this segment of Canadian Industry concerns of environmental litter.

Yours truly,

H.R. Taylor
Executive Secretary

HRT:ms
cc: R. Brown

Canadian Tobacco Manufacturers' Council

[illegible]

RECEIVED
JUL 5 1988

June 28, 1988

Mr. Mike LeBlanc
Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528
Station M
Halifax, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc,

Your letter of June 13, 1988, to our President, William H. Neville, was referred to me, because of his involvement in Senate hearings on Bill C-51.

I am not sure what contribution our association might make to the Task Force on Litter Abatement other than pointing out that proper disposal of the product and its container is the responsibility of the ultimate purchaser, the consumer.

I would also like to point out that, if Bill C-51 becomes law (and that is probable in the next few hours), the manufacturers will no longer be able to advertise. That removes the possibility of special messages in print advertising. In addition, the new labelling and warning provisions for cigarette packages under C-51 are such that there will barely be room left for the trade mark!

Under the circumstances, I am certain that you will appreciate our inability to contribute further.

With best wishes for the success of your deliberations.

Sincerely,

Jacques LaRivière
Vice-President, Public Affairs

JL/nlg

PRESENTATION

TO

NOVA SCOTIA TASK FORCE ON LITTER ABATEMENT

FROM

NOVA SCOTIA FLUID MILK PROCESSORS ASSOCIATION

JULY 1988

We the Fluid Milk Processors in Nova Scotia would like to thank the Task Force on Litter Abatement for giving us this opportunity to present our views on a problem which effects all the citizens of our Province. We the Dairy Industry of the Province, respect the initiatives now being undertaken by the government of Nova Scotia to protect the environment and rationalize the management of solid wastes and litter.

We as an industry, and as Nova Scotians, are proud of our surroundings and feel that the beauty around us is second to none. Due to the rural base from which we come, maybe we have a better appreciation for this beauty than alot of the citizens of this area.

The Dairy Industry in Nova Scotia handles and processes in excess of 182,000,000 litres of milk every year. This makes milk the most important Agricultural commodity in Nova Scotia amounting to a quarter of a billion dollar industry. The majority of this milk 75.0%, is processed as Fluid Milk and Ice Cream, the remainder ends up in Cottage Cheese, Cheddar Cheese or Skim Milk Powder.

The milk is produced on approximately 600 Nova Scotia Dairy Farms which support about 1000 families in the province. It is processed in a number of plants throughout the province having a combined work force in excess of 1300 people.

Milk, natures most nearly perfect food, is a very delicate product. It can be described as a live product and therefore, most be treated with extreme care. It is not only very nutritious, but if treated improperly it can be a good medium for the transmission of a wide variety of disease to the people whom consume the product.

Due to this the Dairy Industry has become a most regulated Industry. We are controlled by the Nova Scotia Dairy Commission,the Federal and Provincial Health Departments and Federal and Provincial Departments of Agriculture. Not only do our products have to meet their standards but so does our packaging.

They must meet quality standards established by these government agencies, and as well these agencies set the sizes and types of packages which can be used for milk product packaging. For this reason it is impossible in the province of Nova Scotia to put just any package on the market without proper approval. It is because of this that non returnable plastic milk jugs have not appeared in Nova Scotia as they have in New Brunswick.

In Ontario, about ten years ago one of the major dairy companies was very serious about getting into disposal plastic jugs for milk. The Ontario Government made a wise move and banned its use at that time.

The Dairy Industry believes a good package saves more than it costs. This applies not only in an economic sense, but also to the principle of using primarily renewable rather than non-renewable resources, the protection and therefore less wastage of the contents, enhancement of distribution and marketing, consumer benefits, and disposal.

Fluid Milk and Ice Cream are the main products produced by the Nova Scotia Dairy Industry. Of these two product lines,76% of the fluid milk is packaged in paper board type containers,and 58% of the ice cream is packaged in paper.

To digress for just one moment we think that some of our ice cream packaging is the most ideal packaging possible. Example:the ice cream cone which is an eatable package, and the ice cream novelty which consists of an envelope and a wooden stick.

Milk use to be packaged in glass bottles, however, over the last 30 years this has changed. The biggest reason for this change was that customers demanded this type of product, and from a quality standard it was necessary to go to packages which gave more protection to the milk and its nutritious ingredients. Bottles in the milk business had a great number of problems not the least of which was the safety of breaking glass. In order to properly clean the bottles, large amounts of Caustic Soda had to be used. A milk bottle only made an average of 19.0 trips, and then the glass had to be disposed of or left in the streets or forests where people could be injured. It took a lot more energy to transport the milk in the glass bottle because of the increased weight. Storage areas were much larger because the bottle was not easily stored Milk products do not require pressure when they are packaged, verses carbonated products, which means they can be packaged in containers which are more environmentally preferred than the glass bottle due to the above mentioned problems. Therefor the milk carton evolved as the preferred package in Nova Scotia

The milk carton, or Pure Pak Carton, is made up of 90% paper and 10% polyethylene. The polyethylene protects the integrity of the paper as well as making it possible to seal the bottom and top. The paper used in Pure Pak cartons is a high quality reusable soft wood craft fiber that can be easily re-used in most kinds of paper products. The Pure Pak is ideally suited for milk containment, it provides excellent protection

to the nutritional value of the milk, protecting it from light and air; it allows easy identification of products as well as expiry dates. It is also a tamper evident package which is very important in todays changing world. Tetra Pak, which is a new milk container, just now appearing on the market has the same characteristics except it has 6% by weight of aluminum foil laminated in a thin film to the paper. This foil is so thin it burns very readily.

The Pure Pak carton, because of its high wood fiber content will biodegrade over a period of time. The wood fiber, or paper, gradually breaks down so that if left in the forest, or where ever, will disappear in about a 2 year period.[1] This biodegrading of the carton is so effective that in 1977 the United States National Park Service exempted single serving milk containers from its nation wide requirements that a mandatory deposit be made on beverage cans and bottles sold in Parks.

Milk is a product that is normally used in the home. Because of this fact, milk cartons do not end up as litter along our highways, but rather are disposed of in our normal waste material flow, whether that is landfill where it is biodegradable, or is burnt in an incinerator.

The weight of the package compared to the volume of the product inside is very small in milk packaging. A two litre milk carton weights about 47 grams. This gives a ratio of 2.35% of package to product. The packaging material in a 4 litre bag of milk weighs 31 grams giving a ratio of 0.78% of package to product, both these ratios are better than any other packaged product on the market.

In closing a summary of a few of the more important points:

i) Dairy food packaging most protect a very delicate product.

ii) The Dairy Industry is already a most regulated industry.

iii) Most Dairy food packages are used in the home

iv) Pure Pak cartons are biodegradable.

v) The weight of the package as compared to the product is very low.

We the Dairy Industry of Nova Scotia would like to thank the Task Force for this opportunity to make what we feel are a few points about our packaging and our products. It is our feeling that your group is dealing with a problem that is very important to the citizens of Nova Scotia and, we offer our assistance in any way possible.

APPENDIX

FOOTNOTE 1

1) A study completed in 1987 at the University of Helsinki by Salkinoja and Salonen is the latest research available on the biodegrading of milk cartons. In that study the data presents the extent of biodegradation observed in milk cartons coated with polyethylene in wet and dry landfill conditions.

% DEGRADATION BY WEIGHT

TIME	DRY	WET
0 DAYS	----	----
56 DAYS	2.0%	20.0%
175 DAYS	58.0%	80.0%

In light of these figures a milk carton will all but disappear in a two year period either wet or dry.

P.O. Box 862, Station M
Halifax, N.S. B3J 2V2

July 29, 1988

The Minister's Task Force on Litter Abatement

I believe recycling should be part of our litter abatement program. But it is unlikely that disposal fields and incinerators can be eliminated in the near future. No one wants them nearby so locating places for them drags on and on. So I believe there needs to be a mechanism to say enough already. We need this utility and this is where it is going to be. Industry must be required to recycle at source too.

Waste disposed in foreign countries must only be done under requirements that are as strict as those the originating country imposes on such disposal in its own domain.

People require more education to develop a better attitude toward controlling waste and litter. I submit the Nova Scotia Forestry Association is a suitable medium to carry out part of the necessary medium. It has an educational mandate and a suitable program, "Project Learning Tree" that can be used to address this problem. It has a children friendly mascot "Woodsy Owl" and a simple, easily understood message - "Give a hoot, don't pollute". "Woodsy Owl" is fairly well recognized due to exposure from American TV channels. Not all TV is bad, even that from the USA and Woodsy has a very well known associate "Smokey Bear" who has been most successful in controlling wildfires through public education and awareness. The Nova Scotia Forestry Association is directly connected with the Canadian Forestry Association and has a good working relationship with the American Forestry Association. Resource materials are available through these orgniazations.

Please give every consideration to having the Nova Scotia Forestry Association be part of the Nova Scotia Litter Abatement program. We want to help.

Arden Whidden, Member
Nova Scotia Forestry Association

AUG 10 1988

July 27, 1988

The Ministers Task Force on Litter Abatement
The Clean Nova Scotia Foundation
Box 2528, Station "M"
Halifax, Nova Scotia
B3J 3N5

Madam Chairman:

This submission is the result of a number of factors. I have presented my concerns regarding unsightly property and litter on the streets to Mayor Ron Wallace and Halifax City Council. I have been continually biting the heels of City Engineering, with little success, to have them enforce the bylaws which are pertinent to my requests.

At the last meeting of the Spring Garden Road Business Improvement District Commission (B.I.D.C.) I was naturally given the task to submit proposals to The Clean Nova Scotia Foundation on the B.I.D.C.'s behalf. You are about to hear my own opinions and ideas. As they appear totally logical, to my way of thinking, they should therefore represent views of all Nova Scotians and certainly all merchants operating in the open air mall, commonly referred to as the Spring Garden Business Area.

Garbage is a natural by-product of civilization. God creates the resources and man uses them to his benefit. There will always be things that can only be partially used. You can eat the flesh of the apple but not the core. Minerals extracted from the ground are only useful if the slag is removed. No garbage would mean no life.

Modern society knows full well that garbage and pollution can kill. The Romans had sophisticated education and bureaucratic systems. The wealthy knew that lead piping, conducting drinking water to their homes, was causing problems. These families became increasingly sickly as compared to poorer people who got their water from stone reservoirs. Urban man, two thousand years ago, knew there were unhealthy ways to live.

Human nature has changed little in its attitude towards the environment. The public assumes the government will fix things before anyone has to move. Unfortunately, governments do not have the best environmental track records. Is it because elected governments, if they carry out unpopular decisions, will not get re-elected? No, because our counterparts in Eastern Europe and Russia, where bureaucrats are rarely replaced, have an even worse pollution problem.

Society's attitude must be such that individuals offended by pollution will not hesitate to press for a correction of the problem. One person can influence the attitudes of many. This task force asks individuals for their opinions on recycling. If you want to prevent beverage bottles from being thrown away, make them so valuable that no one in their right mind would throw them away. No beverage container should be without a high return value, or it should not be sold in Nova Scotia, period.

- Litter Abatement -

Many laws are on the books that describe what litter is, and what will happen to you if a judge convicts you of littering. Litter is viewed as refuse not placed in recognized receptacles; debris that does not happen unless man allows it. Litter is not so much a factor of butts and wrappers on the ground, but a bad mental attitude. Litter then, can be considered; garbage on the ground, allowing areas of lawn to become overgrown and unsightly, tolerating breathing second-hand tobacco smoke, a body of water that is too polluted to swim in. All these things are bad for society but are tolerated. The public, generally, is apathetic or too involved with their own lives to care enough about a pure environment.

People must be educated to think differently. Publicized health risks involving smoking have resulted in large reductions in the numbers of smokers. Unfortunately, knowledge of risks, common sense and written laws too often have little correlation on the degree to which people do anything about health risks. Laws are only abided by if they are convenient.

A fair assumption is that what is written as law is avoided where possible. Traditionally, the only things that are unavoidable are death and taxes. Leaving death out of this equation, consider taxes. What has this to do with litter? The government sets rules all individuals have to deal with and only government can tax. It appears logical that you should be assessed an extra tax dependent on the amount of pollution you produce. The less you pollute the lesser the tax.

The water utility currently assesses a pollution tax. This utility can be restructured slightly to account for each households use of pollution treatment systems. If you treat your own waste, to set standards, you could be assessed no pollution tax at all. Produce a lot of pollution you pay a lot of tax. A hugh home with six toilets gets a higher assessment than a one toilet apartment. A business evaluating its cost of production would have to include the quantifiable cost of eliminating its pollutants. The institution will decide if it is cheaper to be assessed a pollution tax (and let government treatment plants take care of it) or set up their own systems and pay no pollution tax.

My feeling is that if pollution cannot be treated then the enterprise producing it is not essential. Pollutants are slowly killing us. Short term unemployment is my choice over slow but inevitable premature death. The public, seeing as comprehensible system of pollution assessment, would shift their apathetic attitude. They would be more careful now that they can save money by creating less pollution and litter.

It is all fine and good to gradually eliminate stinking smoke stacks and the like. But what do you do about dirty Halifax streets right now in 1988? Litter will still be scattered and people will still let their lawn areas go untended for months at a time. The existing bylaw system is this. A person cited for unsightly property is given warning letters. Ultimately he can be taken to court. Months later the mess is still there and hours of enforcement officers time are used up. Multiply this times the number of offences and bylaw enforcement is impossible.

Provincial law prohibits municipalities from cleaning an offensive property up and adding the costs to the culprit's property taxes. Or, add it to the landowner's pollution tax on his water bill. This is how Toronto gets things done. The landowner will realize it is cheaper to keep his own property tidy than have the government bill him. This system gives teeth to bylaw officials the same way machine guns do to fisheries officers.

I cannot see any reason why this system is unfair or unworkable. There would be no increase in the number of government employees. Less labour would be required of the existing municipal employees and they could be increasingly assigned more worthwhile work. They send crews to do the work, bill the owner, the place is clean, and that is that.

Occasionally, a landowner has unsightly property which he or she did not create. It is better for this person to shake a stick at the offender rather than sit around complaining while the garbage heaps up. Placing the onus on the occasional individual is not so difficult because, through a bit of effort, they will save paying a pollution tax and have a cleaner property.

It seems a certain amount of nerve is required on the part of legislators to invoke these ideas. Otherwise, it would have been done years ago. If the body who judges this report deems it important enough to be made law, there are many more points I could add to flesh out this brief overview.

Like parents must care for children, landowners must respect their property. God created the earth, and a piece of paper marked ownership places the responsibility of respect and care of property on the head of the temporary custodian. Otherwise, the owner forfeits his rights and the state must take over.

As a Canadian basing my life in Nova Scotia, I pray that the streets are safe and enterprises flourish. Surely neat, as opposed to slovenly, is a more correct path to insure my dreams bear fruit.

Respectfully submitted

Thomas S. Oland, Merchant
Spring Garden Road Area

c.c. Mayor's Office
All City Council
Halifax Chief of Police
Sgt. David P. McKinnon
Selected M.P.'s and M.L.A.'s
Halifax Herald Limited
Mayor of Dartmouth
Mayor of Bedford
Halifax Engineering Department
Spring Garden Road B.I.D.C.

Tourism Industry Association of Nova Scotia

World Trade and Convention Centre
1800 Argyle Street,
Suite 513
Halifax, Nova Scotia
Canada B3J 3N8

Telephone (902) 423 4480

TIANS

RECEIVED
JUN 22 1988

June 20, 1988

Mr. Mike LeBlanc
Task Force on Litter Abatement
c/o The Clean Nova Scotia Foundation
PO Box 2528, Stn. M
Halifax, NS
B3J 3N5

Dear Mr. LeBlanc:

Thank you for your letter dated June 13, 1988, inviting the Tourism Industry Association of Nova Scotia to submit views to the Task Force on Litter Abatement.

I do not feel that TIANS, which has previously discussed this matter, has anything further to add to the correspondence which we addressed last year to the Attorney General, the Honourable Terence Donahoe, and the Minister of Transportation, the Honourable Guy LeBlanc. I am enclosing copies of this correspondence in case you do not have this on file.

We would strongly urge the Province of Nova Scotia introduce legislation making deposits on cans and bottles mandatory, thereby encouraging their return to distribution outlets.

In general, TIANS would be prepared to support any legislation that would ensure that our beautiful province is kept clean of all litter and garbage for the benefit of visitors and Nova Scotians too.

Sincerely,

Gordon Harmer
Chief Executive Officer

Nova Scotia

FILE

RECEIVED
JUN 22 1988

Department of Transportation

Office of the Minister

PO Box 186
Halifax, Nova Scotia
B3J 2N2

Our file no:

June 30, 1987

12-1202.1

Mr. Gordon Harmer
Chief Executive Officer
Tourism Industry of Nova Scotia
1800 Argyle Street, Suite 513
Halifax, Nova Scotia
B3J 3N8

Dear Gordon:

Thank you for your recent letter expressing concern over litter in Nova Scotia.

I certainly share your concern about the growing incidence of litter, and its effect on the enjoyment by both tourists and Nova Scotians of our beautiful Province. I am also concerned by the apparent lack of long-term effectiveness of successive clean-up campaigns, both in Nova Scotia and elsewhere.

There is some encouragement, however, in the establishment of the Clean Nova Scotia Foundation with representation from all interested groups - provincial and municipal governments, contributing businesses and those affected, as well as volunteer organizations and individuals. With this very broad-based membership and financial support, I am hopeful that Clean Nova Scotia will provide the activities and consistency to prevent litter through changed public attitudes.

At a recent meeting with representatives from Clean Nova Scotia, several of my colleagues and I agreed to support the Foundation in its efforts.

I'm pleased to note that TIANS has also been represented at organizing meetings of the Foundation, and I look forward to cooperating with your organization and others to achieve a province-wide, long-term response to this problem.

...2

In the meantime, and as you noted in your letter, department crews will continue the required roadside clean-up.

Yours truly,

Guy J. LeBlanc

cc: DM

John MacGregor

Attorney General
Province of Nova Scotia

PO Box 7
Halifax, Nova Scotia
B3J 2L6

902 424-4044
902 424-4020

File Number

June 15, 1987

Mr. Gordon Harmer
Chief Executive Officer
Tourism Industry
Association of Nova Scotia
World Trade & Convention Centre
1800 Argyle St., Suite 513
HALIFAX, Nova Scotia
B3J 3N8

Dear Mr. Harmer:

I am today in receipt of your letter, of June 1, 1987, in connection with the implementation of a mandatory deposit on cans and bottles so as to encourage return of same. At this point, I wish to advise you that I am taking the liberty to forward a copy of your letter to the Honourable Ronald Giffin, Chairman of Policy Board, for consideration.

Please be assured that your concern regarding this topic will receive my complete support as it is this type of legislation that will raise the level of public awareness and assist in keeping our countryside and city streets up to a level of cleanliness expected by our visitors.

Yours very truly,

Terence R. B. Donahoe, Q.C.

cc Hon. R. Giffin, Q.C.

Nova Scotia

Attorney General
Province of Nova Scotia

PO Box 7
Halifax, Nova Scotia
B3J 2L6

902 424-4044
902 424-4020

File Number

June 4, 1987

Mr. Gordon Harmer
Chief Executive Officer
Tourism Industry
Association of Nova Scotia
World Trade & Convention Centre
1800 Argyle St., Suite 513
HALIFAX, Nova Scotia
B3J 3N8

Dear Mr. Harmer:

This will acknowledge receipt of your letter of June 1, 1987 regarding the need for legislation that would make mandatory deposits on cans and bottles in the Province, thereby encouraging their return to distribution outlets instead of having them discarded on our highways, etc.

Please be assured that your letter will be brought to the immediate attention of the Attorney General.

Yours very truly,

L Woodburn

Secretary to the
Hon. Terence R.B. Donahoe, Q.C.

Tourism Industry Association of Nova Scotia

World Trade and Convention Centre
1800 Argyle Street, Suite 513
Halifax, Nova Scotia
B3J 3N8

Telephone (902) 423-4480

TIANS

June 1, 1987

Honourable Terence Donahoe
Attorney General
Province of Nova Scotia
PO Box 7
Halifax, NS
B3J 2L6

Dear Minister:

At a recent meeting of the TIANS Board of Directors, discussion took place with regard to a considerable amount of litter and other forms of garbage which are currently laying about Nova Scotia, creating a bad impression on the visiting tourists.

We have received letters on this particular subject from concerned citizens. In response to these, which are being confirmed by our own observations, TIANS believes that the Nova Scotia Provincial Government should take steps, by whatever means are at its disposal, to eliminate these eyesores from our otherwise beautiful landscape.

We have written to the Minister of Transportation, the Honourable Guy LeBlanc, inviting his views on this subject, but would also urge that you, as Attorney General, consider introducing legislation that would make mandatory deposits on cans and bottles in the Province of Nova Scotia, thereby encouraging their return to distribution outlets, instead of having them indiscriminantly discarded on our highways and bi-ways. We understand that similar legislation is in existence in other Canadian Provinces, and that it has worked effectively in dealing with this serious problem.

May we ask, therefore, if you will use your influence with your Cabinet colleagues to introduce the necessary legislation.

Sincerely,

Gordon Harmer
Chief Executive Officer

cc: Mr. Ken Petrie
President, TIANS

Chairman, Clean Nova Scotia Foundation, c/o Voluntary Planning

Hon. Guy Leblanc
Minister of Transportation

Tourism Industry Association
of Nova Scotia

World Trade and
Convention Centre
1800 Argyle Street, Suite 513
Halifax, Nova Scotia
B3J 3N8

elephone (902) 423-4480

TIANS

June 1, 1987

Honourable Guy LeBlanc
Minister of Transportation
Province of Nova Scotia
PO Box 186
Halifax, NS
B3J 2N2

Dear Minister:

At the last meeting of the TIANS Board of Directors, we considered two letters from Nova Scotians expressing their concern over the large amount of litter throughout the Province of Nova Scotia which, as they rightly point out, creates a very bad impression on tourists visiting our beautiful Province.

We realize, of course, that the spring clean-up is under way. Nevertheless, it is TIANS opinion that the Department of Transportation should bring pressure to bear wherever possible to ensure that all possible steps are taken to eliminate these eyesores on our landscape.

TIANS would certainly be prepared to lend its support publicly to any concerted campaign that your Department might consider initiating, in conjunction with other jurisdictions, for the removal of this garbage.

We would appreciate hearing your views on this matter.

Sincerely,

Gordon Garmer
Chief Executive Officer

cc: Mr. Ken Petrie
President, TIANS

Chairman, Clean Nova Scotia Foundation
c/o Voluntary Planning

RR 1 Chester Basin, N.S.
B0J 1K0
April 25, 1987

Tourism Industry of N.S.
1535 Dresden Row,
Halifax, N.S. B3J 2K3

Gentlemen: Re: Sea Sell

I hope that the trip to Boston was both enjoyable and profitable. I think that it was a great idea.

Until such time as we clean up our Province, I wouldn't be too keen on inviting anybody to visit. Our highways and bi-ways are disgraceful. There is so much litter along our roads that I often feel as though I am driving through a sanitary landfill.

I recogonize that this is not a good time of the year to pass judgement on the Transport Department. I realize that the Spring clean-up is just about to get underway. However, a few short weeks after they have completed their task, our highways will be littered once again. Apparently we Nova Scotians are basically careless with our garbage. A clean-up once a year is hardly adequate. It has to be an on-going routine. Inaddition to that, perhaps it might be a good idea to hit a few token litterers with major well publicized fines. There would be no difficulty in catching a few litterers in the act. I see them every day.

The summer brings out a lot of touring cyclists. They come from all over the country. These tourists usually use our scenic routes (Lighthouse Route etc.). This gives them a slower paced, face to face view of our Provincial garbage...In this regard, I challenge you to cycle from Mahone Bay to Halifax. It is only a small example of our attitude toward cleanliness. I should also mention that each and every vehicle pool parking lot along the 103 looks like a regional dump site.

Continuing along to Halifax on Route 3 you will be up to your ass in garbage as soon as you hit the city limits. This litter is never picked up at any time of the year. Apparently neither the MLA for Halifax-St. Margarets (Lawrence) nor the Alderman for Armdale (Albert Walker) care one damn about trying to cover up our bad habits. Most of the property owners right down to the Armdale Rotary should be charged with violations to the unsightly premises act. I urge you to examine this particular area for yourself.

Our MLA's haven't recogonized any responsibility. Our Minister of Transportation (Highways) is young and new and inexperienced. Our Minister of Tourism just might care, but it doesn't show. Our Minister of the Environment probably spends most of

his time on the foggy Eastern Shore and wouldn't be able to see the litter. The Mayor of Halifax supports the cleanliness aspect but other than a few major Metro arteries, the City certainly can't stand a close inspection. The MLA for Halifax-St. Margarets not only does not care about the highways in his constituency, he does not care about the beaches along his South Shore riding. I would hate like hell to have any of these people for neighbours!

I could go on and on but I will restrain myself. You must get the picture. I love Nova Scotia and I enjoy living here, but I would just as soon keep our secrets to ourselves. I don't want New Englanders, Quebeccers, and Ontarians to come her and wade through our garbage. I would rather they stay where they are and read about our 'beautiful' Province. This way we might just be able to go on fooling them forever into thinking that this Province is an Ocean Playground. It could be, but let's face it, It's just plain dirty.

Yours very truly,

Jack B.G. Waite

R.R.1, Nocl. N.S.
B0N 2C0
May 5, 1987

Ken Petrie, President
Tourism Industry Association of Nova Scotia
1535 Dresden Row
Halifax, N.S.
B3J 2K3

Dear Mr. Petrie:

I am writing to ask if you can please do something about cleaning up the Nova Scotia highways and byways before the tourists begin arriving. The litter and garbage to be found in all areas is disgusting and a disgrace.

I am greatly concerned that visitors to Nova Scotia will get a very poor impression of the province if something isn't done to clean up the mess which has been allowed to accumulate.

Yours very truly,
Grace Morehouse

TO: Mike LeBlanc -
The Clean Nova Scotia
Foundation

FROM: Workshop Council of
Nova Scotia

SUBJECT: Brief - Task Force on
Litter. Participation
in the business of
recycling refuse.

DATE: July 29, 1988

ABILITY

We are a group of 28 Sheltered Workshops for the Mentally and Physically Handicapped attempting to provide employment and training for this target group. We are established in this capacity at numerous locations around the province. Among the recognized superior quality work we do includes: collating, sorting, and packaging. With these positive qualities, I suggest that collectively and individually the Workshop(s) have a great potential to fulfill the needs of the province in the recycling aspects of collection/sorting/distribution of various categories of waste products.

SUGGESTION

Utilize the Sheltered Workshop(s) as collection centres and have them, if applicable, sort/clean/box for transport (the waste product) to the appropriate user company.

This would accomplish a two fold purpose. It would provide a means for the province to easily direct the recycling of waste in the province already at established locations. It would give the Handicapped population employment a "real job" in an industry that is in its infancy. The fee or deposit structure would be refined to pay salaries and thereby, release the province of some of its obligation in disability payments.

These ideas, in simplistic form, I believe merit further research with the possibilities presented formally. However, in the meantime, we at Workshop Council of Nova Scotia felt it was important to bring the idea forward for your consideration.

Sincerely yours,

C. Murray Kirkpatrick

A. Murray Kirkpatrick
President, WCNS

July 28, 1988.

Presentation to the Minister's Task Force on Litter Abatement
From the Born Again Recycling Co-op, Dalhousie University, Halifax

Paper recycling at Dalhousie University

The collection of waste paper for recycling has been ongoing in the Life Science centre at Dalhousie University for the past two years. Our paper recycling co-operative is made up of graduate student volunteers who collect paper from specific locations on a daily basis and deposit it in a central depot for storage. This procedure takes little time but the rewards are many. The co-op began because it was our perception that the paper, normally destined for the garbage, could be put to a better use. At present we collect nearly two tonnes of paper per month from the Life Science complex alone.

In the last year our co-op has grown in numbers and our recycling operation has expanded to include various libraries and departments throughout the university. We now serve to co-ordinate groups/individuals interested in starting paper recycling in their university location. Scotia Recycling currently picks up the paper from roughly ten depot locations on campus.

In general our experience has been that people are happy to recycle paper if given the opportunity. Our practice is to provide an alternate receptacle for paper, which is routinely emptied by a volunteer. It should be emphasized that the easier it is to recycle, the more participation we get.

Province-wide recyling programs

The reuse/recycling of products is one way to attack the litter/ garbage problem. Legislation must be introduced: to prohibit the use of non-recyclable containers (as is the case in PEI and Ontario), to reduce the amount of non-biodegradable packaging in the fast food industry (as in Berkley, CA), and limit the use of styrofoam products because of their environmental damage and persistence. These items constitute the bulk of the visible litter in Nova Scotia. As well, separation of garbage in the home and collection of paper, glass, tin and plastic for recycling should be encouraged and facilitated by municipalities. It is not difficult to imagine a variety of simple schemes which could be put in place that would allow

people and industry to take an active role in keeping their environment clean.

Nova Scotia lags far behind other provinces in its recycling initiatives. It is evident from recent media debate and our own experience with paper recycling that people want to recycle but are not being given the opportunity to do so. Why should Nova Scotians wait until their environment is as polluted as Southern Ontario to implement programs to reduce pollution? We have a relatively pristine environment and we should be working hard to preserve the quality of life unique to this province.

Thank You.

Sincerely,

Arlene Margosian

Arlene Margosian
Co-director
B.A.R.C.
424-6445

Dalhousie University

School for Resource and Environmental Studies

JUL 16 1988

Submission to the Minister's Task Force on Litter Abatement

I wish to describe a small-scale recycling project which has been in operation at the School for Resource and Environmental Studies, Dalhousie University, for the last five years. I offer this description as an example of a recycling project which has proved successful and which could easily be copied by other institutions, groups or offices.

The project was undertaken since faculty and students of our School were dismayed at the amount of paper wasted within our unit of the University. We felt we should rectify this situation, and also set some example to the rest of the University in re-using paper and preventing further depletion of natural resources.

Our scheme for recycling is a simple one – we have a large wooden container located next to the photocopying machine in our main building. This container is divided into three compartments, for bond paper, computer printouts and newsprint. The convenient location of this container, in an area which is used by all persons in the building, means that it is well used. When the container is full, first-year students of the School transfer the contents to a small storage shed, at the back of the building. The students work under the supervision of a faculty member. Apart from the main container, we have containers located by photocopiers in our other buildings and some staff members also keep small containers on their desks.

The storage shed is emptied on a monthly basis, and the paper taken away by Scotia Recycling Ltd.

We have been very pleased that our recycling efforts have "mushroomed." After some publicity in the Dalhousie newspaper, several other units of the University now bring or send their waste paper to us and residents in the area, some of whom have no connection with the University, bring in old newspapers.

A recycling effort similar to our own is now in place for the Life Sciences Building, organized by David Brickman, a graduate student in Oceanography. David has been instrumental in encouraging units close to the Life Sciences Building, including the main university libraries, to join his endeavour. David coordinates the visit of the recycling truck to the campus, when all units involved in the project have waste paper picked up on the same day.

...2

1312 Robie St., Halifax, Nova Scotia, Canada B3H 3E2

From a small initial impetus and amount of planning, our efforts have been amply rewarded. Our programme is now self-sustaining; we have seen the concept and practice of recycling firmly established with our staff and students and have had the satisfaction of knowing that others have been inspired by our example.

Recommendations

Our experience with this programme leads us to the following conclusions:

1. It is essential to have a local source to which to sell/donate material. More than one source is preferable. Our being dependent on one source for collection of material, Scotia Recycling, has meant that our programme has been determined to an extent by that company's requirements. Our working relationship with the company has been good; it is disappointing however that there is no source in the Metro area for the recycling of other material-glass, tin cans, etc. It is also disappointing that, at the moment, recycling represents such a poor financial opportunity, both for participants and the recycling companies. The price paid for waste paper is low, and there is little financial incentive for local manufacturing concerns to use recycled material or to alter manufacturing processes so that recycled material can be incorporated into production stages. Note should be taken here of the situation in Ontario, where various companies, particularly pulp and paper manufacturers, have been financially assisted by the provincial government to enable them to make greater use of recycled material.

2. Also essential is a storage area for collected material. By preference, this should not be the same as the original collection area, since some sorting may need to take place before material is stored.

3. The system instituted for recycling needs to be convenient. We have achieved much of our success, I feel, because we have made it easy for our staff and students to recycle paper. Convenience of use has meant that we have been able to inculcate the habit of recycling, so that recycling of paper is now automatic.

4. We have managed to ensure continuity of the programme. New students are chosen each academic year, to work under the faculty advisor.

5. Any recycling programme demands a physical effort. Be prepared to be handling heavy bags and boxes of material!

...3

Conclusion

Ours is only a small recycling programme, but it is one which could easily be duplicated in a similar setting. Given a little organization and the will to support a continuing programme, recycling is within reach of everyone.

We welcome further enquiries about our recycling scheme, and visitors are welcome at our office, to see the scheme in action.

J.G. Reade
School for Resource and Environmental Studies
July, 1988

BRIEF TO

THE MINISTER'S TASK FORCE ON LITTER ABATEMENT

FROM

PORT MORIEN WILDLIFE ASSOCIATION
R.R. #1 PORT MORIEN

c/o D.M. MacLeod, Secretary

This brief is presented in response to your letter dated June 13. As I have already sent the Minister a letter, of which I believe you have a copy, forgive me if there is repetition. Your Discussion/Issue Paper suggests some questions that might serve as a guide in preparing this brief. I will attempt to answer them as best I can.

Our perception of the problem is that it is a serious one, and while for the most part not life threatening, does irreparable harm to our reputation with tourists, and severe damage to the attitudes of present and future generations of Nova Scotians. It has the potential to keep those of us who care about the conditions in which we live, to lose faith in society and government. There are quite beautiful areas of the province where people refuse to live, or even visit, because of the lack of concern for the environment. Litter is not just a problem in beach areas and road ways, but also in rivers, lakes, streams, back yards, remote wilderness areas, shopping centres and schools. It is a problem of education, attitude, and enforcement.

The responsibility lies with us all, for we have not taken the problem seriously enough in the past to develop efficient ways of dealing with it. Hopefully this Task Force will develop a workable plan, and see to it that the job gets done. All three levels of government must be involved, for the problem has the same ramifications on the Esplanade in Sydney, as along the Margaree, or in any of the federal wharves that dot our coastline. The fast food industry must accept a large degree of responsibility. The education system must do a better job. Local groups and organizations must help out. Individuals must take a more resolute stand, and get involved in the campaign. With careful planning, coordination, and follow up, the situation can be improved.

Here are several proposals that we would like you to consider. Some are repetitions from my earlier letter, others are new. They are not in any preferred order.

- highway litter = minimum fine of $250, pressure RCMP to charge violators and courts to convict.
- Unlawful dumping = minimum fine of $1,000 and/or seizure of vehicle
- Mandatory garbage receptacles at road side to eliminate the problem of torn garbage bags.
- Garbage disposal offered twice a week to commercial operators of stores, etc.
- dump sites, incinerators, etc. open after 4 p.m. and on Saturdays to accommodate people who can't make it 9-5 weekdays.
- Begin student clean ups in May on beaches and roads and not in June when numbers of tourists are already here, and foliage on alders etc. makes it difficult to find half the trash.
- The elimination of non-returnable bottles and cans.
- Support for recycling facilities in all areas.
- Mandatory litter bags in cars.
- A comprehensive education programme for all ages.
- T.V and radio advertisements.
- Training courses for employees involved in clean up programmes, before and after views.
- Follow up to see if the job was done properly and immediate dismissal if not.
- The appointment of a litter inspector for the province, or for specific areas, who is concerned about the problem, able to coordinate existing levels and departments of government to combat the problem in general, and deal with specific areas in particular. Problem areas are reported now by many residents, but quite often they run into the bureaucratic nightmare of who should pay to rectify the situation. They soon give up, and

quite often the job never gets done.

- Provincial and crown corporations make empty barrels available free of charge to groups looking after beaches etc.

Thank you for your time. Good luck in your work. If we can be of any help, let us know.

Sincerely

Donald M. MacLeod

RECEIVED
JUL 28 1988

SUBMISSION TO THE

TASK FORCE ON LITTER

ABATEMENT AND RECYCLING

BY

THE TUSKET RIVER ENVIRONMENTAL

PROTECTION ASSOCIATION

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INTRODUCTION

The background on littering in Nova Scotia is well established, therefore, we will not comment on it in this submission. Due to the manpower constraints on us as a voluntary group, we will offer our general recommendations in the hope that they may be of assistance to you in your most important task.

LEGISLATION

We suggest that the first step to rectifying the litter problem is for our Government to put in place immediate enforceable regulations which prohibit littering. These regulations could be administered by the Department of Transportation and Communications and enforced through the Attorney Generals Department. Severe penalties should be put in place which would lead to a drastic reduction in highway littering. This would address the problem in the short term.

EDUCATION

We recommend that an immediate environmental awareness program be initiated in our schools. This program should be introduced at the Primary level and be continued through to High School. A program based on concern for our environment would prepare our next generation for the ominous task facing them if we fail to address present concerns for our environment and natural resources.

We suggest that our adults must also be educated on the importance of maintaining a litter free environment. This could be introduced in the work place by establishing environmental committees similar to safety committees. These committees should be set up in all institutions employing ten or more people. Unions could and should be encouraged to sponsor environmental education programs. Fishermen Associations should also become involved. Government should offer an incentive to those employers and groups who offer such education programs.

It is our belief that public education is the key to litter abatement.

III

THE BUSINESS COMMUNITY

The business community receives monetary gain from convenience packaging and, therefore, they must share the responsibility for the litter problem. As a cost of doing business, industry must develop new materials for their convenience packaging which will be biodegradable. We recommend that in the spirit of the Brundtland Commission Report and the Report of the National Task Force on the Environment and the Economy, that industry, Government and citizen groups join in round table discussion to find common answers to the littering problem.

GOVERNMENT INVOLVEMENT

We recommend that our Provincial Government be encouraged to take the important first step and implement new meaningful regulations and ensure that they are enforced.

We also recommend that they provide incentives in the form of grants or tax relief to those industries who take immediate steps to convert their packaging to biodegradable.

Our Government could also reward those who set up good housekeeping practices by following an environmental code of ethics. This code could be established by the Clean Nova Scotia Foundation on the recommendations of your Task Force.

We suggest that all Provincial Highways be provided with "lay bys" similar to those in the United Kingdom which would be provided with adequate, well marked, garbage containers. These containers should be of uniform colour and this should be the colour for all public garbage containers in our Province. Government must take the lead role in litter abatement and we believe they have done so by establishing your Task Force.

THE FISHING COMMUNITY

We recommend that in addressing the litter problem that your Task Force give special consideration to the problem of litter at sea and on our waterways. It is a well known fact that for many years our fishermen have used the vast expanse of the ocean as a dumping ground for their garbage and waste oil. This refuse is now an eye sore on our beaches, as well as a death trap for many species of our wildlife.

We suggest that your recommendations include provisions for educating our fishermen, as well as ensuring their compliance to regulations. Perhaps a "garbage inventory" should be a part of their trip report and recorded in their log book. This could be regulated through their shipping agent. In other words, "what goes aboard as supplies should be returned to port as garbage". We suggest "litter education and awareness" could be included with or be part of their license requirements.

THE 3 R's

1. Reduction - We recommend that our residents be encouraged to reduce their use of all non returnable bottles, packaging and containers. To accomplish this use, suggest a public advertising campaign through the media.

2. Re-use - Emphasis should be placed on finding alternate uses for those items which are non returnable.

3. Recycling - We recommend that recycling be introduced in the household. Garbage should be sorted by the householder into three separate containers. Those items which can be recycled should be transported to a storage area set up in each town or county. In order to make recycling a self sufficent operation, it will be necessary for our Government to subsidize during the first two years of any such operation.

PHASE OUT

We recommend that industry be granted a two year period to design and introduce containers and convenience packaging which will biodegrade. After the two year period all non returnables should be banned from the Nova Scotia marketplace.

COMMENTS ON THE BEVERAGE CONTAINERS ACT

We suggest that this Act must be renamed and re-written. We recommend that this revised Act include stipulations for biodegradable packaging within two years. The technology for implementing this is now available and it is our belief that industry must be forced to comply.

We recommend that an advisory committee be established to monitor the enforcement and revisions of this new Act and its regulations. This committee should have equal representation from Government, industry and citizen groups.

CONCLUSION

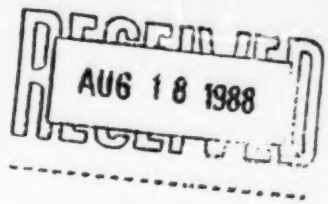
We suggest that the recommendations of your Task Force will be one of the most important documents to be submitted to our Government in recent years.

These recommendations will determine the destiny of the Nova Scotia life style as we know it today.

NSSBA
Nova Scotia
School Boards Association

Suite 1204, Cogswell Tower
2000 Barrington Street
P.O. Box 605, Station M
Halifax, N.S. B3J 2R7

(902) 420-9191
Fax (902) 429-7405



16 August 1988

FILE: 1800/3/5/18

Mr. Mike LeBlanc
Task Force on Litter Abatement
P.O. Box 2528, Station M
HALIFAX, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc:

I am writing on behalf of all our member boards throughout the province to indicate our Association's support for the submission to the Task Force on Litter Abatement by the Halifax County-Bedford District School Board.

At the 1988 Annual Conference of the Nova Scotia School Boards Association a resolution was passed in support of the use of returnable containers. The resolution read:

Be it resolved that the Nova Scotia School Boards Association request, through the Minister of Education, that the Department of Environment enact legislation against the use of non-returnable, non refillable beverage cans and bottles, by requiring a deposit and refund system.

In desiring a cleaner and healthier environment in our province, the Nova Scotia School Boards Association strongly supports the submission of the Halifax County-Bedford District School Board to the Task Force on Litter Abatement.

Yours truly,

W. REID MacVICAR
President

WRM/cf

unsm

The Union
of Nova Scotia
Municipalities

RECEIVED
JUL 4 1988

June 30, 1988

Mr. Mike Leblanc
Task Force on Litter Abatement
c/o Clean Nova Scotia Foundation
P.O. Box 2528, Station M
Halifax, Nova Scotia
B3J 3N5

Dear Mr. Leblanc,

In response to your request of June 13th for input to the Task Force on Litter Abatement, our association is pleased to make the following comments.

The officers, executive committee and general membership of the Union of Nova Scotia Municipalities commend the government of Nova Scotia for having turned its attention to matters relating to litter abatement and recycling.

It would be our hope that the joint efforts of the Province, the Clean Nova Scotia Foundation and other interested bodies will result in an awakened public conscience toward desirability of not only cleaning up existing litter, but equally as important, to condition our citizens to constant maintenance of clean and tidy surroundings.

Whatever the nature of litter, it is in essence a "people" problem, reflecting itself in an apparently increasing social disinterest and disregard for the environment which surrounds us. Whether littering is caused by indifference, or outright contempt is of little consequence. What is important is that a concerted and sustained effort will be required to reverse this distressing trend.

It will be absolutely essential, in our opinion, to coordinate the efforts of all interest groups, in order to maximize results and minimize depletion of scarce resources, both of a financial and personnel nature. Hopefully, the Foundation itself will act as the coordinating vehicle. We would emphasize again, the need for sustained as well as coordinated effort. Substantial success can only be realistically anticipated by a long term approach.

Monetary fines no longer appear an effective deterrent for offenses, whether major or minor. Some thought should be given to the concept of community service; in Gilbert and Sullivan terms, "to make the punishment fit the Crime".

Suite 134
1657 Barrington Street
Halifax, Nova Scotia
B3J 2A1

902 423-8331/8332

.../2

unsm

Among those programs, which apparently were highly successful in the past, were those of the educational nature aimed at our younger generation. "Sammy Seagull" and Auntie Litter, are two which come to mind. Concentration of effort on educating youth is likely to produce life long good habits.

Cooperation of Commercial outlets, such as vending and fast food, must be sought, and where appropriate, financial contributions toward program promotion vigorously solicited. "Blitz" advertising, particularly in spring and fall through all media, especially by way of public service announcements, will be valuable assets.

The Union of Nova Scotia Municipalities is pleased to pledge its ongoing support to the Government's and the Foundation's efforts, both to clean up our Province and help keep it clean. The pages of our monthly newsletter, the Municipal Open Line, are always available for helpful promotional articles. As well, direct mailing memoranda to each municipal unit in Nova Scotia can be arranged.

To recap, our organization wishes to stress its emphasis on the need for:

(a) Coordinated effort by all interest groups;

(b) A sustained program;

(c) Concentration of education of our youth;

(d) Support of commercial enterprises, particularly those in the food and beverage sectors.

Sincerely,

Sherman Zwicker

Sherman Zwicker,
EXECUTIVE DIRECTOR

SZ:sm

Written Submissions

GOVERNMENTS

City of Halifax
Town of Bridgetown
Town of Port Hawkesbury
Town of Windsor
Municipality of Chester
Municipality of the County of Queens
Municipality of the District of Guysborough
Cumberland District Planning Commission

Nova Scotia Department of Lands and Forests
Nova Scotia Department of Small Business Development
Nova Scotia Liquor Commission

City of Halifax

Director
Engineering and Works Department

RECEIVED
JUL 27 1988

July 25, 1988

The Minister's Task Force on Litter Abatement
c/o The Clean Nova Scotia Foundation
P.O. Box 2528, Station "M"
Halifax, Nova Scotia
B3J 3N5

Attention: Mrs. Dorothy Grant, Chairman

Madam Chairman:

Re: Submission

The following submission is offered for review. The comments and suggestions provided neither represent policy of the City of Halifax nor the position of City Council. Rather they are offered from both a personal basis and as an official of the City of Halifax. For the sake of clarity my submission has been divided into two sections (A) Litter (Abatement) and (B) Recycling.

(A) Litter (Abatement)

Litter is not only unsightly but totally unnecessary. It is a drain upon our financial resources and natural environment. An attitudinal change relative to litter is urgently needed. The success of an attitudinal change is heavily dependent upon Federal and Provincial Governments. A change can only be successfully brought about through a comprehensive program. The program should include an education component within the N.S. Department of Education, a public relations campaign, legislation amendments and additional enforcement.

There are major cost implications associated with litter. A substantial portion of the City of Halifax, Engineering and Works Department annual operating budget, approximately $1,000,000 is expended on the clean up of litter & debris from City streets, playgrounds, green areas and cemeteries. On a personal basis the sight of litter along Nova Scotia highways, rivers, beaches and hiking trails leaves a lasting negative impression. More than one day's outing has been ruined by the presence of litter/debris.

Mailing Address:
P.O. Box 1749
Halifax, N.S.
B3J 3A5

Location:
Third Floor
Duke St. Tower
Scotia Square

Telex 019-22641
Telephone (902) 421-6986

With respect to the present attitude relative to litter, the problem often reflects the manufacturer's attempt to gain an advantage over the competition. The result is a package designed for discarding, yet few steps are implemented to ensure proper disposal is completed. This competition has resulted in disposable products ranging from cameras to raincoats. Also it would appear little thought has been given by the manufacturer relative to packing that is reuseable or at least bio or photodegradable. Regulatory control relative to packaging, marketing methods, etc., by Federal agencies and to a minor extent at the provincial and municipal level is required. Although the implementation of measures at the manufacturing level relative to packaging and use of products will in all likelihood increase the purchase cost, it is a minor point when considering the money annually spent in Canada for litter maintenance and, more importantly, the irreparable harm to the environment. Existing legislation such as the Beverage Container Act should be amended to include all packaged food stuffs and later all packaged shelf items.

The City of Halifax has embarked on an anti-litter campaign which has successfully reached a large portion of the citizenry in just two years including an active school program. However, in isolation the problem of litter and an attitudinal change cannot be overcome. The City's campaign consists of an educational component and major public exposure coupled with enforcement.

With respect to enforcement, when viewed against major crimes, littering is considered to be a minor offense. However, the amount of the fine is often not the only penalty. Receiving a subpoena for a court appearance is an inconvenience and embarrassment for any individual not to mention possible public exposure. This is a greater deterrent than the fine administered. Therefore the implementation of a regular systematic enforcement, with public exposure of the guilty parties, is considered an essential component of an overall program. Anti littering legislation/penalties should be amended respecting more severe fines.

To summarize, an attitudinal change is required. This can be achieved through a comprehensive program ranging from Federal regulatory control, education/public awareness, to enforcement and public exposure. To be truly effective every component must be administered concurrently.

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(B) Recycling

With respect to recycling the following is offered for review.

Initially a recycling program should not be evaluated solely on an economic or cost recovery basis, I would guess that a recycling program in this metro area would never fully achieve total cost recovery. There are, however, other important and worthwhile considerations such as the impact on environment, landfill capacity, public involvement and civic pride.

Because of volume requirements, recycling in the Halifax-Dartmouth Metropolitan area should be on a regional basis. A regional volume study should be initiated to determine the feasibility of implementing a recycling program in the metro area. The cost of this study should be shared between the Province and the various municipalities.

For economic and operational reasons a metropolitan recycling program would have to be contracted out to independent operators. Any shortfall in operating costs would be shared between the various municipalities, through the Metropolitan Authority, with the Province.

The lack of recycling program places an additional financial strain on every municipality. Glass, metal and newspapers at public beaches, parks, playgrounds and streets requires constant attention. The implementation of Provincial legislation relative to recycling, culminating in a Province wide program is the long term goal. This can only be considered after a comprehensive study is completed. The implementation of a metropolitan feasibility study could be the first step towards this goal.

I thank you for providing me the opportunity to express my views.

Yours very truly,

PETER S. CONNELL, P.ENG.,
DIRECTOR,
ENGINEERING AND WORKS

JDB/krr

cc His Worship Mayor Wallace
cc Paul Calda, P.Eng., City Manager
cc Mr. E. Kerr, City Clerk

Mailing Address:
P.O. Box 1749
Halifax, N.S.
B3J 3A5

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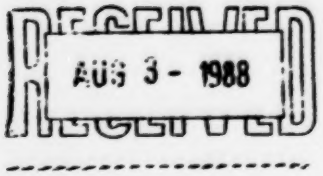
Third Floor
Duke St. Tower
Scotia Square

Telex 019-22641
Telephone (902) 421-6666

OFFICE OF THE MAYOR
BRIDGEWATER, N. S.

P. O. BOX 9
B4V 2W7



BRIEF - TASK FORCE ON LITTER

It is generally recognized that litter has become a major problem in our society. We would like to provide some suggestions for dealing with this increasing problem.

Everyone should, if they do not already, recognize the profound affect on our environment that litter is having. Volumes could be and have been written regarding the nature of this problem, the extent of the problem and the effect it has on the environment, and its impact on society generally. It does pose a special challenge to governments. It is one of those problems that crosses all jurisdictional boundaries and places demands on all levels of government. The problem has not only a direct financial affect in terms of placing clean-up demands on government, but additionally may affect the economy in other ways, especially when such a major portion of Canada's economic activity is related to tourism.

There seem to be two obvious dimensions to this problem. One is the highways and byways running between communities and the other is litter within communities themselves. In terms of a broad brush approach, we would recommend the following.

1. That adequate roadside disposal centres be established along all major roads and highways. It is respectfully suggested that this should be a program of the Nova Scotia Government and should be a higher priority than it has been in the past.

2. We suggest that Provincial Government undertake an initiative to create an on-going public education program to make people aware of the effects and social unacceptability of littering. Education programs should be at the mass media level to reach the adult population and an integral part of our social studies program in the schools. This program should encourage municipal involvement, co-operation, and participation.

3. The issue of disposable containers has long been in the forefront of public debate. We suggest that the time has come to stop debating the matter and institute legislation that requires significant deposits for all types of bottles. We further suggest that a special tax be placed on all disposable containers, where there is not a system for refunds, and that these monies be specifically set aside for anti-litter projects.

4. We recommend that litter be given a higher law enforcement priority than in the past and that stiffer penalties be put in place.

We realize that these suggestions are broad in nature and that much work and consideration would have to be given to their implementation. We are confident, however, that if these general recommendations are given priority, the details could be implemented on a co-operative basis.

Submitted on behalf of the Town of Bridgewater.

Harry Cook

Mayor Harry Cook

WRITTEN

The Town of Port Hawkesburg

Telephone 625-1800

P.O. Box 10, Port Hawkesburg
Nova Scotia, Canada
B0E 2V0

Office of the Mayor

July 26, 1988

Mr. John Thorpe, Chairman
N.S. Task Force on Litter Abatement

Dear Mr. ~~Thorpe:~~ John

Please accept my apologies for my absence from your hearings today as Municipal business requires me to be out of Town.

The Town of Port Hawkesbury is certainly interested in the concept of litter abatement as it relates to the Beautification of our Town. The Town had an 'Anti-Litter By Law' passed in the mid 70's as a vehicle to frustrate littering in the Town. (A copy of the By Law is attached for your perusal)

The Town has been recently working with a group of tireless volunteers from the community to clean up and beautify our Town. Proposals presently call for the creation of green areas, mini parks, and strategic location of trash receptacles. This of course requires a tidy outlay of funds to achieve these means. Yet it is something the Council is committed to and will see through.

I would be most interested in learning if the Task Force will be able to encourage Government to provide some funding by way of grants, perhaps on a matching basis, for municipal units who make a conscientious effort to clean up the litter. This sort of program would most certainly have positive results because the various clean up committees would have more money to work with and therefore achieve greater things.

.../2

I am also pleased to advise that the Town of Port Hawkesbury is a member of the Clean Nova Scotia Foundation and as such we would espouse the objectives of that society. I feel that anything we can do individually or collectively as a group would be a benefit to the Province as a whole.

Let us lead by example and do our part to make our environment one that we can be justly proud of.

Yours truly,

Almon J. Chisholm
Mayor
Town of Port Hawkesbury

AJC:sr
Enclosure

BY-LAW 17

ANTI-LITTER BY-LAW

1. No person shall throw any dirt, filth or rubbish on any sidewalk, street, road, lane or highway in the Town.

2. Any person violating the provisions of the By-Law shall be liable, on conviction, to a penalty not exceeding fifty ($50.00) dollars and on default of payment of such penalty, may be imprisoned for a term not exceeding five (5) days.

3. All By-Laws and all amendments heretofore passed by the Town Council pursuant to subsection fifty (50) of section two hundred and twenty-one (221) of the Towns Act are hereby repealed.

RECEIVED
AUG - 8 1988

INCORPORATED 1876

TOWN OF WINDSOR

NOVA SCOTIA

OFFICE OF THE TOWN ADMINISTRATOR
100 KING STREET
TEL. (902) 798-2275

P. O. BOX 158
WINDSOR, N. S.
B0N 2T0

August 4, 1988

Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P. O. Box 2528, Station M
Halifax, N. S.
B3J 3N5

Dear Sirs:

At the regular monthly meeting of the Windsor Town Council held on July 26, 1988 the Council spent considerable time discussing litter, the Task Force and the issues paper which was dated May 1988. The Council decided that instead of submitting a formal document to the Task Force that they would simply like to have the following points brought to the attention of the Task Force as being the main items which the Council feels should be addressed or be of concern to Nova Scotians in considering this major problem.

1. More study should be given to the use of technology which permits heat recovery and the use of energy from the incineration of garbage i.e. Charlottetown hospital.

2. Summer works projects employing young people in cleaning up litter such as along highways and streets should be intensified as in addition to the priority of cleaning up the litter being achieved the educational aspect of a group of young people learning the consequences of littering is also very valuable.

3. The time has come for money and effort to be spent in making separation of garbage mandatory so that anything that can be recycled would be in fact recycled and used over.

I trust that these points will be of some interest to the Task Force as they represent the main areas of concern of the Windsor Town Council at this present time with respect to litter and the problems being faced.

Yours truly,

L. A. Armstrong

L. A. Armstrong
Chief Administrative Officer

B K LENIHAN
Clerk-Treasurer

King & Tremont St.
Phone 275-3554

Municipality of Chester

P.O. BOX 369
CHESTER, NOVA SCOTIA
B0J 1J0

RECEIVED
JUL 21 1988

TO: Mike LeBlanc, Clean Nova Scotia Foundation

FROM: Barry Lenihan, Municipal Clerk Treasurer

SUBJECT: Task Force on Litter Abatement

DATE: July 13, 1988

You have asked for my comments relative to the subject above and I would make the undernoted suggestions.

(1) One major source of highway debris is rubber from rutptured truck tires. The authorities should crack down on our truckers to clean up the mess they now leave behind on our roadways.

(2) The fines for littering should be increased:
   (a) First offence - $300.00
   (b) Second offence - $600.00
   (c) Third offence - $1,000.00
   and where motor vehicles are involved, loss of driving privileges for a short period, say one week to 30 days maximum.

(3) All metal containers used for soft drinks and beverages should be banned.

(4) All non-returnable plastic and glass containers used for soft drinks or alcoholic beverages should be banned.

(5) All fast food outlets should be encouraged to use plastic bags with a do not litter slogan for food take out. The fast food outlet is a major contributor to highway pollution.

(6) Retail gasoline dealers should be encouraged to promote anti-litter with some form of monetary incentive through the sales tax structure.

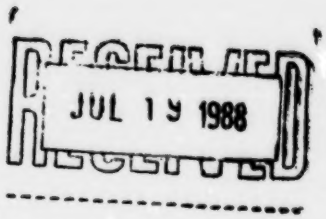
BKL

pmm

Phone 354-3453

P. O. Box 1264

Liverpool, Nova Scotia
B0T 1K0



July 13, 1988

The Minister's Task Force on Litter
Abatement
The Clean Nova Scotia Foundation
P. O. Box 2528, Stn. "M"
Halifax, N. S.
B3J 3N5

Dear Gentlemen:

I am pleased to enclose a copy of a brief to the Task Force on Litter Abatement from the Municipality of the County of Queens.

The Municipality welcomed the opportunity to have input on this subject by presenting their views and concerns.

Yours truly,

Leon D. Robertson
Municipal Clerk

LDR:krr

Enc.

BRIEF TO THE

TASK FORCE ON LITTER ABATEMENT

JULY 12, 1988

SUBMITTED BY:

MUNICIPALITY OF THE COUNTY OF QUEENS

P. O. BOX 1264

LIVERPOOL, NOVA SCOTIA

The Municipality of the County of Queens are pleased to have the opportunity to present their views on Litter Abatement to your Task Force.

Litter is a real problem in our Province and one that is to be taken seriously. To this end, we provide information in the following areas to the Task Force for consideration when making recommendations to the Minister of Environment: (1) reduction of potential litter at source; (ii) recycling of items that will not break down in a landfill site or through incineration; and (iii) development of appropriate legislation including regulations and provision for the enforcement of these laws and regulations.

Appropriate action in the above areas will be a great stride to ensure a clean Nova Scotia. Correcting the problem requires cooperation from the producer of the materials, the persons disposing of them, and direction from the Provincial Government.

At the present time there are a lot of materials being placed in areas in our County that cause a real litter problem. The materials range from convenience packaging, non-returnable bottles, cans and plastics being disbursed along our highways, to coarse garbage such as fridges, stoves, car bodies, etc., placed in off-roads along the highways. The aforementioned is very unsightly to the general public including tourists. As well, the cost to the taxpayer is on the increase to have the highways cleaned of the litter and coarse garbage removed from the off-

roads. It should be pointed out that Queens County has made provisions where these materials can be deposited.

Once the Task Force has gathered the information on the litter problem throughout the Province, then consideration can be given to solutions to provide a clean Nova Scotia.

Reduction of litter at the source could be accomplished by such methods as having bottling companies use returnable bottles; convenience containers to be biodegradable when possible so they will decompose easily. Other items such as paper products, plastics, and metal cans, etc., should be recycled, and to this end recycling programs must be encouraged and established. These would include an appropriate collection program and have convenient drop-off points for the public. A recycling program will require the cooperation of the public and both the Municipal and Provincial levels of government. The public will be responsible to separate the materials; the municipal unit to ensure the transfer of materials to a transfer site; and private enterprise to look after the recycling process.

The Province will be required to provide: (1) incentives to municipal units and private enterprise for the recycling programs; (ii) the development of appropriate legislation including regulations to reduce litter at the source; (iii) provide for recycling programs; (iv) changes to present legislation to increase fines for offences and provision for the offender to clean up the debris and dispose of it in the appropriate manner.

To accomplish the desired results, a comprehensive education program is required to be put in place to ensure the goal is reached.

In summary, the problem of litter can and must be dealt with in the immediate future. The reduction at the source is most important. Recycling programs must be put in place with the Province providing the incentives and guidelines. A Province-wide education program will be required. Changes to existing legislation and new legislation will have to be put in place to ensure a clean Nova Scotia.

We feel certain your Task Force will give consideration to the points brought out in this brief, and we hope our comments and suggestions will be helpful in your deliberations.

The Municipality of the District of Guysborough

- Broad Horns Country -

P.O. Box 79, Guysborough
Nova Scotia, Canada
B0H 1N0

Telephone -
(902) 533-3705
(902) 533-3508

Office of the
Municipal Clerk/Treasurer/
Chief Administrative Officer:

August 4, 1988

RECEIVED
AUG 10 1988

Mr. Mike LeBlanc
The Clean Nova Scotia Foundation
P. O. Box 2528
Station M
Halifax, N.S.
B3J 3N5

Dear Mr. LeBlanc:

Re: Task Force on Litter Abatement

Please be advised that the Municipality of the District of Guysborough has consistently supported the goals of your Task Force.

The Union of Nova Scotia Municipalities consistently submits resolutions to the Province requesting Beverage Container Restrictions and we have supported these resolutions.

We anxiously await the Task Force's final report.

Yours very truly,

Ioan E. Astle

Ioan E. Astle,
Municipal Clerk-Treasurer/CAO.

IEA/glm

Cumberland
District Planning Commission
Box 549, Amherst, Nova Scotia B4H 4A1
(902) 667-5141

AUG 18 1988

August 9, 1988

Mrs. Dorothy Grant, Chairman
Task Force on Litter Abatement
The Clean Nova Scotia Foundation
PO Box 2528, Stn. "M"
Halifax, NS
B3J 3N5

Dear Chairman Grant:

We were privileged to be able to present a brief to the Task Force when you were in Amherst on July 14th, and are writing to follow up with a brief description of our main points.

The main point in our submission is that we have a very substantial littering problem in the rural areas of this County, and it appears that the enforcement of littering laws receives a very low priority from the RCMP. As operators of the Little Forks Regional Sanitary Landfill, our staff often see vehicles coming in with loads precariously loaded and without any restraint for paper, plastic bags, etc. in loose loads. It is not an uncommon site on the highways leading to the various disposal sites in the County to see whole bags of garbage, cardboard boxes, and even larger items from time to time strewn along the edge of the highway. The Motor Vehicle Act provides for clear legislation requiring people to have their loads secured, and there is no reason in the world why the RCMP, who must often see these vehicles, are not enforcing the law.

Another type of situation which aggravates us is that of people who promiscuously dump their garbage in the ditches or off the highways, in quantity. It is clear that many of these people are doing so when they discover that the disposal site has closed for the day, and they cannot be bothered taking their garbage back home again and bringing it back at an appropriate time. In the past, we have been able to pursuade the RCMP to search through some of these dumped loads to find evidence as to ownership. Those efforts do result in some change, but the enforcement in those types of situations must be ongoing and vigorous if it is to have any effect.

In either case, we frankly are at our wit's ends as to how to get the attention required. There is no doubt that enforcement of these laws requires establishing that as a priority.

On the subject of recycling, our observation of efforts in this area have not been encouraging. The commercial viability of recovering items, other than scrap metal and returnable bottles, seems to be quite bleak. However, it is also clear that any recycling effort done reduces the burden on our local disposal sites, and would have a significant value just for that reason. We would certainly encourage any effort to establish recycling of any materials.

We trust that our comments, however brief, will be of some assistance to the Task Force, and we wish you every success in your important task.

Yours very truly,

Jens Jensen, P.Eng., MCIP
Executive Director

COPY: Warden E. Fisher,
Municipality of the County of Cumberland

Mayor R. Emery,
Town of Amherst

Mayor W. Mont,
Town of Springhill

Mayor S. Blenkhorn,
Town of Parrsboro

Mayor W. Park,
Town of Oxford

Nova Scotia

RECEIVED
AUG - 5 1988

Department of Lands and Forests

Deputy Minister

PO Box 698
Halifax, Nova Scotia
B3J 2T9

902 424-4121

Our file no
02-88-0165-20.2

August 2, 1988

Mr. Mike LeBlanc
Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528
Station M
Halifax, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc:

Reference is made to your letter of June 13, 1988, wherein you requested our views on litter abatement.

I am enclosing a paper on the subject prepared by staff for your consideration. While litter in the forest environment is an increasingly serious problem, I am not sure that banning plastic containers or non-returnables is the solution. Recycling coupled with mandatory deposits or other incentives and educational programs may be more effective.

Yours sincerely,

John Mullally

Attachment

The problem of litter on roadsides and in communities is well known and will undoubtedly be the subject of numerous briefs. Of special interest to the Department of Lands and Forests is the problem of litter in the area commonly referred to as the 'back country'. Here, as any back country traveller will confirm, the existence of litter takes on special significance as it presents such an objectionable intrusion into environments which may otherwise be relatively undisturbed by human development or influence. Piles of bottles, cans, plastic bags and other materials remain in the wake of travellers who have little sense of responsibility or stewardship for these back-country resource lands. This appears to be a natural spill-over of habits which are becoming too common, and reflect an absence of environmental values or a sense of respect for land and responsibility to those who will come after.

Piles of litter are, of course, objectionable whenever they are found. But, in the back country they take on an odious significance which is disproportionate to the quantity of refuse present. Because of its remote location, this litter presents unusual challenges with respect to clean up, so the focus of control efforts must be an prevention.

Changing technology is making these back country lands increasingly accessible and without new initiatives to prevent littering, the problem cna be expected to increase. Although it may not be entirely accurate or fair to point the finger at any particular user groups, it would be interesting to consider the

correlation between ease of access and the lack of respect for these resources. It certainly is true that the more primitive the means of access, the less materials that can be transported and hence the lower the potential for litter. As well, the adherence to the wilderness ethic "if you pack it in, pack it out" has long been closely associated with user groups such as wilderness hikers, campers and canoeists.

While the problem is known, the solution is neither obvious nor easy. There is no clear or easy strategy proposed, however, it would seem to be a problem which would best be tackled on many levels. Following is a list of thoughts which may merit consideration, but none have been tested in terms of their costs, benefits or feasibility.

FOCUS ON LITTER - Ban the use of ALL non returnable containers for beverages.

- establish a program for recycling those materials which can be recycled. (possibly providing financial incentives).

- regularly review legislation/regulations to keep pace with changing container materials and recycling technology.

- lobby government and the packaging industry to ensure that whenever the technology exists, that naturally degradable materials are used.

- enlist the support of groups and organizations to assist in regular clean up campaigns. Suitable

incentives may be required but the incentive of recognition should not be overlooked.

FOCUS ON PEOPLE - There is an obvious need to instill or reinforce values which relate to the responsibility that members of society should assume in relation to litter. A variety of approaches are available. e.g.

- media advertising both paid and free.
- promotional/educational literature for home and schools. The use of these should be part of a carefully orchestrated strategy with attention being paid to value and impact.

- Wherever possible, an effort should be made to enlist the participation of groups and organizations in litter control projects. This not only results in a reduction in litter, but because it results in a commitment to a concept, it can have the impact of enlisting an army of supporters.
- Enlist the support of companies or industry segments which are most closely identified with litter problems. e.g. soft drink bottlers or fast food companies. They might be encouraged to participate in preparing literature, advertising or undertaking other initiatives e.g. supply garbage bags with take-out orders.
- Increase fines and penalties for offenders.

- Enlist an anti-litter corps i.e. people who would report the license no. of offending registered vehicles, ATV's etc. to a central agency which could send a notice or information package to the owner.

Nova Scotia

RECEIVED
AUG 12 1988

Department of Small Business Development

Office of the Deputy Minister

Suite 700
Joseph Howe Building
1690 Hollis Street
Halifax, Nova Scotia
Canada B3J 3J9

902 424-6660
Fax 902 424-0505

August 8, 1988

Our file no:

Mr. Mike LeBlanc
Task Force on Litter Abatement
P. O. Box 2528
Station M
Halifax, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc:

Further to your invitation for input to the Clean Nova Scotia Foundation, some members of the staff of the Department of Small Business Development have provided comments on litter problems in Nova Scotia. These are summarized as follows:

1. Litter abatement and recycling could be developed into a profitable business. However, in order to do so, there must be a commitment by government, and appropriate new legislation.

2. The existing Beverage Containers Act is impossible to enforce and does not reflect the present day situation. Similarly, the provisions of the Motor Vehicle Act dealing with litter are restrictive in nature, but of little value when it comes to actual litter abatement and recycling.

3. There appears to be two alternatives in connection with this matter. The first, the government could make it illegal to sell products that are sold in throwaway containers. The province of Prince Edward Island has tried this with the soft drink industry and had reasonable success. However, there are many other sectors that are contributing to litter other than soft drinks. The second alternative would be the development of a need in the marketplace for recycling of various discarded materials.

4. The Nova Scotia Department of Environment developed a proposed scheme that would have set up a crown corporation that would have provided the requirements of this second alternative. However, government did not see fit to embark on this scheme at that time. However, with the right mix of government support and private business, there is a solution to the problem.

.../2

If a product has a reasonable return value, someone will pick it up and collect his money. For example, how many returnable beer bottles do you see discarded, as compared to non-returnable soft drink bottles and cans? A bottle exchange system that has developed around the returnable beer bottle is a good example of what can be done when government and private industry work together.

5. We, as Nova Scotians are responsible for the problem and the solution.

6. There should be a common theme developed for all of Nova Scotia on this topic.

7. Containers which are highly visible and carry a message should be used in strategic places. Presently, it appears that barrels with garbage bags are used.

8. These containers should be placed in such places as gas stations, restaurants, etc. which are heavily used by tourists.

9. Existing containers such as used on the waterfront, etc. should be emptied on a more regular basis. Containers are overflowing with litter and not cleaned for hours.

10. An education process has to be implemented to ensure all Nova Scotians are aware of the seriousness of this problem and the possible solutions.

11. Much litter originates at fast food locations. These businesses should be made responsible for the collection of their customer's litter within a reasonable (to be determined) distance from the fast food outlet. A failure to meet this obligation would result in the cancellation of the company's operating license.

12. It is believed that the Public Utilities Board takes very quick and determined action against any service station which has an old/battered/unattractive automobile on its premises. Individual property owners should be required to keep their properties free of such unsightly vehicles. Such "wrecks" as are abandoned in remote areas should be traced to the last registered owners who should then be required to remove and properly dispose of same.

13. In order to facilitate (12) above, there must be an automobile shredding facility in Nova Scotia.

.../3

14. Fines would be sufficient deterrent if existing laws were actively enforced.

15. Names of convicted litterbugs should be published.

16. Programs should be initiated in schools to ensure that children have an awareness of the problems caused by litter.

17. Province wide ad campaign on radio and T.V. is needed to reach the adult population.

18. Competition should be encouraged between municipalities to ensure participation at that level.

19. More research to determine the potential of recycling and special support to encourage entrepreneurs to enter this field.

20. The major culprits of litter seem to be the take-out and drive through outlets. With this in mind, perhaps thought could be given to involving them in solving the problem.

21. The use of "self-destructing" containers (perhaps the two major levels of government could remove all "taxes" on these containers as an incentive.

22. Attempt to increase public awareness of the problem through education, ads, etc.

23. The use of public "trash bins" along our major highways, with well posted signs.

24. The re-cycling business appears to be struggling, no doubt "free trade" will add a new dimension to the problem with different types of beer bottles, which will not be compatible to our own, making re-cycling more difficult.

I hope you will find these points of some use.

Sincerely,

Ann Janega
Deputy Minister

/kpm

Nova Scotia

Liquor Commission

General Manager
& Chief Executive Officer

93 Chain Lake Drive
Bayers Lake Industrial Park
Halifax, Nova Scotia

P O Box 8720
Postal Station "A"
Halifax, Nova Scotia
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RECEIVED
AUG 3 - 1988

July 28, 1988

Mr. Mike LeBlanc
Task Force on Litter Abatement
P.O. Box 2528
Station M
Halifax, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc:

Re: Task Force on Litter Abatement

Further to my letter of June 23, 1988 I am forwarding relevant information pertaining to the recycling of beer bottles in Nova Scotia which may be of assistance.

Yours truly,

D.W. Pulsifer

DWP/ks
Encl.

THE NOVA SCOTIA LIQUOR COMMISSION

HALIFAX
NOVA SCOTIA

TO: GENERAL MANAGER & C.E.O.

FROM: DIRECTOR-
STOCK ADMINISTRATION

DATE: JULY 22, 1988

SUBJECT: **RECYCLABLE CONTAINERS**

Attached is sales data for the last fiscal year April 1, 1987 through March 31, 1988 in units sold, bottles or cans, by category.

This data is expressed as to the percentage each category contribute to the total sales units.

For example, Domestic bottled beer sales were one hundred forty-six million, nine hundred forty-six thousand, seven hundred and sixty-eight bottles (146,946,768), or 82% of all units sold.

Beer of all types, Domestic and Imported bottles, Domestic and Imported cans represents 90.6% of all unit sales. Expressed in units 162,274,248 out of 179,201,287 units sold are beer. Our market is pre dominantly beer when one considers the total units sold.

The portion of this market, beer, which is sold in recyclable containers, in other words, 82% of the market is returned and recycled.

I have attached the "Bottle Returns" report for the last fiscal year which indicates that out of 12,245,564 dozens sold 12,165,777 dozen empty beer bottles were returned into the system. Ninety-nine point four percent (99.4%) of all recyclable beer bottles were returned.

While some empty bottles remain in customer basements for periods of time the breakage factor for full bottles and empty bottles account for the difference in returns versus sales. In transit and customer breakage of full bottles in many cases approximates one percent (1%) of the beer market.

Due to the fact nearly all recyclable beer bottles sold are returned we can state that 82% of the entire sales of the Liquor Commission are currently being recycled.

C. B. Collins

CBC/dh
Attch.
CC: Assistant Director-Stock Admin.

THE NOVA SCOTIA LIQUOR COMMISSION
RECEIVED
JUL 22 1988
General Manager &
Chief Executive Officer

THE NOVA SCOTIA LIQUOR COMMISSION

SALES UNITS YEAR TO DATE
MARCH 1988

PRODUCT CATEGORY	UNITS SOLD	% TOTAL
SPIRITS	9,031,577	5.0%
WINE	4,163,235	2.3%
BEER (CANS)	14,335,224	8.0%
BEER (BOTTLES) RETURNABLE	146,946,768	82.0%
BEER (BOTTLES) NON-RETURNABLE	992,256	0.6%
COOLERS	3,712,227	2.1%
TOTAL UNITS	179,201,287	100.0%

Director - Stock

THE NOVA SCOTIA LIQUOR COMMISSION
BOTTLE RETURNS
March-1988

STORE	LOCATION	BEER DOZENS SOLD	EMPTIES RETURNED	RATE
	REGION 1			
104	HFX. AGRICOLA	226,424	94,864	41.9%
110	HFX. BAYERS RD.	124,502	19,344	15.5%
120	HFX. CLYDE ST.	185,389	8,506	4.6%
145	HFX. SHOPP. CNTR.	258,797	66,042	25.5%
151	HOLLIS ST.	49,899	16,392	32.9%
170	ROCKINGHAM RIDGE	131,139	57,148	43.6%
180	SCOTIA SQUARE	31,369	2,736	8.7%
185	SPRYFIELD	220,271	6,624	3.0%
190	STRAWBERRY H.	174,478	32,033	18.4%
191	LICENSEE	4,837	0	0.0%
199	WAREHOUSE LICENSEE	1,132,422	0	0.0%
TOTAL		2,539,527	303,689	12.0%
WITH RETURNS		1,402,268	303,689	21.7%
	REGION 2			
201	AIRPORT	15,270	0	0.0%
202	BEDFORD	237,883	61,200	25.7%
209	DART. BRIDGE P.	209,411	63,260	30.2%
210	BURNSIDE	3,293	216	
211	DART. CANAL ST.	185,597	40,464	21.8%
212	DART. LICENSEE	2,806	0	0.0%
219	DART. WESTPHAL	362,701	116,520	32.1%
223	ELMSDALE	156,530	80,202	51.2%
227	FOREST HILLS	245,545	73,992	30.1%
270	PORTER'S LAKE	126,039	25,920	20.6%
275	SACKVILLE T.C.	226,455	42,053	18.6%
280	SHEET HARBOR	58,855	31,824	54.1%
285	STEWIACKE	99,302	39,888	40.2%
TOTAL		1,929,687	575,539	29.8%
WITH RETURNS		1,911,611	575,539	30.1%

THE NOVA SCOTIA LIQUOR COMMISSION

BOTTLE RETURNS

March-1988

STORE	LOCATION	BEER DOZENS SOLD	EMPTIES RETURNED	RATE
	REGION 3			
303	ANTIGONISH	316,753	2,490	0.8%
307	ARICHAT	64,948	57,624	88.7%
312	CANSO	61,554	2,448	4.0%
317	GUYSBORO	58,991	46,224	78.4%
340	MULGRAVE	46,911	40,760	86.9%
345	NEW GLASGOW	241,625	27,936	11.6%
346	LICENSEE	111,728	0	0.0%
355	P. HAWKESBURY	191,395	110,592	57.8%
360	PORT HOOD	49,769	0	0.0%
370	SHERBROOKE	34,897	23,760	68.1%
375	STELLARTON	72,203	0	0.0%
380	ST. PETERS	87,408	20,184	23.1%
387	TRENTON	46,419	0	0.0%
397	WESTVILLE	73,267	15,240	20.8%
TOTAL		1,457,878	347,168	23.8%
WITH RETURNS		1,116,205	347,168	31.1%
	REGION 4			
409	BADDECK	93,613	56,304	60.1%
413	CHETICAMP	90,175	3,048	3.4%
418	DOMINION	61,283	14,112	23.0%
426	GLACE BAY	276,435	19,584	7.1%
427	LICENSEE	109,649	0	0.0%
431	INGONISH	63,259	45,096	71.3%
436	INVERNESS	89,246	55,152	61.8%
441	LOUISBOURG	52,944	2,736	5.2%
445	NEW WATERFORD	212,059	7,632	3.6%
451	N. SYDNEY	240,968	30,096	12.5%
473	SYDNEY-ASHBY	92,162	6,048	6.6%
474	SYDNEY-LICENSEE	237,111	0	0.0%
479	SYDNEY- GEORGE	275,729	25,872	9.4%
483	SYDNEY-WHITNEY	60,879	0	0.0%
490	SYDNEY MINES	167,658	4,176	2.5%
496	SYDNEY RIVER	209,713	41,688	19.9%
TOTAL		2,332,782	311,544	13.4%
WITH RETURNS		1,757,486	311,544	17.7%

THE NOVA SCOTIA LIQUOR COMMISSION

BOTTLE RETURNS

March - 1968

STORE	LOCATION	BEER DOZENS SOLD	EMPTIES RETURNED	RATE
	REGION 5			
502	AMHERST	242,248	28,944	11.9%
510	BIBLE HILL	90,159	11,520	12.8%
522	JOGGINS	23,946	0	0.0%
538	OXFORD	46,446	34,560	74.4%
543	PARRSBORO	65,685	50,112	76.3%
548	PICTOU	107,958	12,964	12.0%
555	PUGWASH	42,043	32,976	78.4%
559	RIVER JOHN	30,680	10,680	34.9%
567	SPRINGHILL	83,941	17,568	20.9%
582	TATAMAGOUCHE	51,504	29,952	58.2%
592	TRURO	330,317	58,752	17.8%
593	LICENSEE	107,600	0	0.0%
TOTAL		1,221,527	288,048	23.6%
NET RETURNS		1,090,961	288,048	26.4%
	REGION 6			
602	ANNAPOLIS	86,165	41,177	47.8%
611	BERWICK	99,489	73,440	73.8%
615	BRIDGETOWN	44,759	33,984	75.9%
620	DIGBY	151,314	16,704	11.0%
630	HANTSPORT	32,559	18,480	56.8%
646	KENTVILLE	182,195	49,968	27.4%
649	KINGSTON	162,195	113,472	70.0%
665	METEGHAN	121,590	12,384	10.2%
670	MIDDLETON	72,674	49,968	68.8%
674	NEW MINAS	156,278	81,072	51.9%
692	WEYMOUTH	58,087	46,224	79.6%
695	WINDSOR	189,302	13,104	6.9%
698	WOLFVILLE	85,629	0	0.0%
TOTAL		1,442,236	550,477	38.2%
NET RETURNS		1,356,607	550,477	40.6%

THE NOVA SCOTIA LIQUOR COMMISSION

BOTTLE RETURNS

March-1988

STORE	LOCATION	BEER DOZENS SOLD	EMPTIES RETURNED	RATE
	REGION 7			
705	BRIDGEWATER	293,035	16,648	5.7%
710	CALEDONIA	29,227	0	0.0%
715	CHESTER	90,239	44,640	49.5%
725	HUBBARDS	85,556	57,024	66.7%
755	LIVERPOOL	128,144	38,160	29.8%
760	LOCKEPORT	23,259	18,864	81.1%
765	LUNENBURG	82,487	43,920	53.2%
770	MAHONE BAY	70,366	33,408	47.5%
775	NEW GERMANY	47,877	32,976	68.9%
785	SHELBURNE	145,910	21,888	15.0%
790	WEST PUBNICO	56,448	36,720	65.1%
795	YARMOUTH	269,379	33,312	12.4%
TOTAL		1,321,927	377,760	28.6%
WITH RETURNS		1,292,700	377,760	29.2%
ALL REGIONS		12,245,564	2,754,225	22.5%
WITH RETURNS		9,927,858	2,754,225	27.7%
ALL SOURCES				
STORES		12,245,564	2,754,225	22.6%
BREWERIES			9,411,552	77.4%
TOTAL		12,245,564	12,165,777	100.0%
FULL SYSTEM		99.3%		

B/F July 28

June 23, 1988

Mr. Mike LeBlanc
Task Force on Litter Abatement
P.O. Box 2528
Station 'M'
Halifax, Nova Scotia
B3J 3N5

Dear Mr. LeBlanc:

Re: Task Force on Litter Abatement

Thank you for your letter of June 13, 1988. I wish to commend the Minister and the formation of a task force to address the various problems on litter. Since our Commission is involved in the recycling of beer bottles through our stores, we are naturally interested in participating in your program. I will be forwarding, in due course, relevant information which may be helpful to the task force.

Thank you for the opportunity to participate.

Yours truly,

ORIGINAL SIGNED BY
GENERAL MANAGER &
CHIEF EXECUTIVE OFFICER

D.W. Pulsifer

DWP/ks